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NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT
AND POTENTIAL CONSEQUENCES OF THE MIGRA-
TION CAUSED BY THE NATIONAL
DEFENSE PROGRAM

PART 11

WASHINGTON, D. C., HEARINGS

MARCH 24, 25, 26, 1941

Printed for the use of the Select Committee Investigating
National Defense Migration



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The hearings recorded in this volume were held by the Select Committee to Investigate the Interstate Migration of Destitute Citizens, created by the House of Representatives, Seventy-Sixth Congress, under House Resolution 63.

At the time the hearings were held, a resolution (H. Res. 113, 77th Cong.) was pending, which later passed, extending the life of the committee until Jan. 3, 1943, changing its name, and authorizing special investigation of migration as related to national defense.

Under the latter resolution this volume is printed as the first of those dealing with national defense migration and its causes.

The numbering of the parts of the hearings and the pages therein are continuous with those printed by the earlier committee.

NATIONAL DEFENSE MIGRATION

MONDAY, MARCH 24, 1941

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE INVESTIGATING
NATIONAL DEFENSE MIGRATION,
Washington, D. C.

The committee met at 10 o'clock a. m., March 24, 1941, in room 1015 of the New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present: Representatives John H. Tolan (chairman), of California; John J. Sparkman, of Alabama; Carl T. Curtis, of Nebraska; and Frank C. Osmer, Jr., of New Jersey.

Also present: Dr. Robert K. Lamb, chief investigator; Creekmore Fath, acting counsel; John W. Abbott, field investigator, and F. Palmer Weber, research assistant.

The CHAIRMAN. The committee will please come to order.

The defense program in which this Nation is now engaged has induced migration of labor. From information already at hand the committee is aware that this migration is of tremendous volume.

The points of destination may be placed in four categories: First, Army cantonments, camps, and other military establishments. These are generally semirural or "outskirt" communities, such as Fort Benning, in Georgia. Second, powder or shell-loading plants, located in or near rural areas, like Charlestown, Ind., or Radford, Va., where huge plants of this kind are under construction. Third, shipbuilding and aircraft centers, both expanding at a tremendous pace. These industries generally are situated in urban communities, such as Norfolk, Boston, Philadelphia, New York, Seattle, San Diego, Wichita, Kansas City, and Dallas. Fourth, the old centers of steel, machine tool, brass, and other heavy goods. In this group are the plants at Bridgeport, Hartford, Pittsburgh, Cleveland, the up-State New York cities, and Bethlehem, Canton, Chicago, and Detroit.

In all these communities, and in dozens of others like them, the new problems of accommodating swollen populations have already arisen. Here in Washington the problem has also developed. Towns and cities are scrambling for new plants.

Mr. Charles P. Taft, the assistant coordinator of health, welfare, and related defense activities, stated recently that—

at least 1,500,000 persons will migrate to the smaller communities adjacent to Military Establishments and new defense industries now in process of development.

He added that these workers will also have their families with them, and for the increased population new facilities will be required, such as hospitals, sewerage facilities, and water supply. The children may be expected to total at least 250,000.

REPORTS FROM VARIOUS SECTIONS

These reports of community problems occasioned by the defense program have been coming in to the committee from all over the country. At the request of the committee, State and Federal officials have surveyed their respective localities and have forwarded the facts. The following excerpts from a few of these reports are typical:

NEW YORK, Albany.—Officials are already aware of threat of the end of this heavy employment. One estimate is that at end of this period, on basis of present contracts, 34,000 new skilled workers in this State beyond those who are registered in existing files. This estimate made after canvass of 38 communities late in December. Naturally, the above group must come from somewhere.—David C. Adie, welfare commissioner, State of New York.

The latest estimate by State employment service is that we need, on basis of present contracts, 34,000 new skilled workers in this State beyond those who are registered in existing files. This estimate made after canvass of 38 communities late in December. Naturally, the above group must come from somewhere.—David C. Adie, welfare commissioner, State of New York.

KENTUCKY, Louisville.—From a canvass of various defense plants, private industrial plants, labor unions, etc., as of January 21, the Louisville Real Estate Board estimated that there would be about 28,000 workers employed locally in strictly defense activities. Approximately four-fifths of these men were believed to be located and housed as of January 21; that about 2,000 keymen were yet to come and the peak of the influx would be had in May or June 1941; that not until late summer of 1941 would there be a slackening or lay-off, and by December there would be a definite lay-off of 25 percent.—Victor F. Williams, Executive Secretary, Louisville Real Estate Board.

ALABAMA, Montgomery.—It is already evident that the rapidly expanding defense industries in certain areas of the State are accelerating inter- and intra-State migration. This seems particularly true around Mobile, Birmingham, and the T. V. A. section. It is apparent that younger, skilled workers are being employed while older, unskilled labor is infrequently employed on defense projects. Many of these older, unskilled workers are still dependent on W. P. A. for employment.—Loula Dunn, commissioner, Department of Public Welfare, State of Alabama.

Childersburg.—A town of 500 where 14,000 workmen will soon be employed. Extracts from Meeting of Twelve County Directors and State Department of Public Welfare for Discussion of Defense Activities.

MISSOURI, Pulaski County.—About 21,000 workers are now employed and more are added daily. The town of Waynesville, nearest to the area, had a population of 390, and has been transformed into a boom town. The housing conditions in the entire area are described as "terrible," and the problem of health and sanitation can be easily imagined.—P. G. Beck, Regional Director, Region III, Farm Security Administration, United States Department of Agriculture.

Housing is the most serious problem. Rents have skyrocketed. Rooms which formerly rented for \$1.50 a month now rent for \$35. Houses formerly rented for \$12 to \$15 a month will bring any price asked.—George I. Haworth, administrator, State Social Security Commission of Missouri, Jefferson City, Mo.

OREGON, Portland.—Since August 1, 1940, approximately 20,000 out-of-town applicants for work have checked in at the Seattle State employment office for work in the Puget Sound area. This averages about 3,000 per month but the migration is increasing, since the registration rate is now running at approximately 4,000 per month in the Seattle office. The Portland and Seattle areas combined show present registrations of out-of-town applicants for work at the rate of about 5,000 per month.

Defense works contemplated in Oregon and Washington involve a prospective expansion of about 35,000 to 40,000 to be employed, over and above those now employed in Northwest defense-construction centers.—Walter A. Duffy, regional

director, Farm Security Administration, United States Department of Agriculture, Portland, Oreg.

INDIANA, Indianapolis.—Charlestown, located in Clark County a few miles from the Ohio River and approximately 18 miles from Louisville, Ky., was originally a rural community with a population of about 800 people. * * * At the present time some 18,000 people are employed by Du Pont, and the Goodyear people expect to hire their employees beginning the latter part of this month.—Ben Deming, State supervisor, unemployment compensation division, Indiana State Employment Service.

OHIO, Columbus.—* * * defense contracts have created a definite new situation in communities in Ohio, and these problems are of considerable concern to these communities. Very few are skilled, and the majority of skills are not at present fitted to the defense-program needs. The health question is coming up repeatedly, especially on hospitalization for confinement care, and this is practically a necessity in rooming-house families.—H. W. Morgenthaler, administrative assistant, Department of Public Welfare, and chairman of the State Transient Committee, State of Ohio.

TEXAS, San Antonio.—National-defense activities in Texas during the past 3 or 4 months have attracted a flow of approximately 75,000 migrant job hunters into a few localities where military construction and defense industry developments are concentrated.

From practically every Texas county and from several outside States, job seekers have been syphoned into Mineral Wells, Brownwood, Abilene, Palacios, El Paso, and Corpus Christi by the news of expansion going forward at Camp Wolters, Camp Bowie, Camp Barkeley, Camp Hulen, Fort Bliss, and the naval air base. At these 6 condensation points an estimated 100,000 persons have applied for work during the past few months. One out of four of the applicants was a resident of the locality. Of the remaining three-fourths, 65 percent came from other Texas areas and 10 percent were out-of-State residents.

Camp Barkeley, at Abilene, affords an example of useless migration, costly to the worker and to the community. When it was announced that an Army camp would be built at Abilene, the employment service in that city had available approximately 3,775 workers. By the time actual construction started, 10,000 available workmen were listed with that office. Before the project was completed, 28,500 persons had made themselves available. Slightly less than one-third of those persons who listed themselves with the employment service received jobs; about 8,000 were employed through the employment service, and 1,300 were hired directly by the employer.—Supplementary report by Mrs. Val M. Keating, associate director, division of employment, Texas Works Projects Administration, San Antonio, Tex.

TENNESSEE, Nashville.—The Tullahoma area was affected definitely by an influx of 15,000 workers to be housed in the vicinity of Camp Forrest project. Housing facilities were totally inadequate for these workers, and the problem could not be met satisfactorily. However, at the present time, it is reported that the majority of these workers have returned to their homes, and there remain only a few out-of-town employees who are able to find living quarters but not the type that are totally satisfactory to them.

Soon there will be a minimum of 31,000 soldiers at Camp Forrest, and it is estimated approximately 8,000 families will move to that territory.—Henry S. Bloker, district manager, Tennessee State Employment Service, Chattanooga, Tenn.

KANSAS, Topeka.—Sedgwick County estimated the present influx to be about 4,000 to 5,000, and that it would reach 20,000 by July 1, 1941. Mr. Corsaut, of the Kansas State Employment Service, stated that 100,000 men would be employed in airplane factories within a 500-mile radius of Wichita within the next year.

The reports received from the counties indicate that the problem of housing the defense workers is either a major problem at present or it will soon reach proportions that will be extremely difficult to manage.—Paul V. Benner, director, bureau of public assistance, State Department of Social Welfare of Kansas.

CALIFORNIA, Sacramento.—In the San Luis Obispo-Paso Robles area there are approximately 1,500 to 2,000 trailers and we have had our hands full trying to keep even a slight control over the situation.—Carey McWilliams, chief, division of immigration and housing, Department of Industrial Relations, Los Angeles, Calif.

CALIFORNIA, Burbank.—Report No. 1 is the result of a sample check made here at Lockheed on applicants in our line. You will notice in this report that 1,321 applicants, or 55 percent, will not be given further consideration for direct or immediate employment at Lockheed.—R. B. Robertson, assistant director, industrial relations, Lockheed Aircraft Corporation, Burbank, Calif.

WYOMING, Casper.—Many people have already left Wyoming and more will continue to leave, due to lack of work here and the need for workers in other places. This seriously disrupts the economic life of this State.—S. R. Heckart, statistician, Unemployment Compensation Commission of Wyoming.

RHODE ISLAND, Providence.—We have tried to determine community reaction, social effect, and changes attendant upon the huge Government job with its 3,999 employees at Quonset Point * * *. Because the conditions in the East Greenwich schools are already overcrowded, there has been some apprehension as to what may happen if many of the workers move into this town with their families. So far, the situation is under control.—Mrs. Eleanor Briggs, area supervisor, public assistance, Providence, R. I.

Newport and Quonset military areas are to add several thousand men each. Estimate from Nation-wide experience indicates adjacent civilian population increases 1,000 for every 1,000 military. Health and sanitary facilities have to be provided for the equivalent of two small cities.—Rhode Island Department of Health.

VIRGINIA, Richmond.—The Radford area is undergoing expansion because of the construction of a large powder plant for use by the Hercules Powder Co. There is also to be constructed a bag-packing plant to function in conjunction with the powder plant. These two industries will together give employment to something over 20,000 persons * * *. The city of Radford contains a population of approximately 7,000 persons.—William H. Stauffer, commissioner of public welfare, Department of Public Welfare, Richmond, Va.

OREGON, Salem.—The State director of licenses (auto) reports that during 1940 there were 19,125 cars (other than those brought into this State for resale) licensed that had other State certificates of title at the time of registration and at the same time 6,700 Washington cars were relicensed in other States. That would indicate that 12,425 persons (net) moved their cars to this State as a new place of residence. It is estimated, on the basis of the first 2 months of 1941, that this year will show a 50-percent increase over 1940.

The Seattle Chamber of Commerce reports that, roughly, 25,000 migrants have moved into the Seattle (Puget Sound) area during the period August 1, 1940, to March 1, 1941, and the movement during the last full month (February) is estimated at 4,000 automobile registrations in King, Pierce, and Kitsap Counties (Seattle, Tacoma, and Bremerton areas) for the months of January and February 1941, indicating an average migration from the Middle West States into the State of Washington of 400 cars per month.—A. F. Hardy, supervisor, Washington State Employment Service.

THE CHAIRMAN. I want to say at the outset this morning that we have been treated wonderfully by the press of this country. All of the newspapermen at the different places where we have been recognizing national-defense migration as a new problem.

Migration itself is a problem which has existed for a great many years. It comes about by reason of mechanization, worn-out soil, and unemployment. It is directly or indirectly connected with the economic dislocation of our economic life.

The committee deeply appreciates the attendance of you gentlemen who have come down to Washington to testify, so that we may have the benefit of your experience and your views in regard to this question and its solution.

Our first witness this morning is Mr. Jonathan Daniels.

Will you give the reporter your full name, your address, and your occupation, for the record?

**TESTIMONY OF JONATHAN DANIELS, EDITOR, THE RALEIGH NEWS
AND OBSERVER, RALEIGH, N. C.**

MR. DANIELS. Mr. Chairman, my name is Jonathan Daniels. I am editor of the Raleigh News and Observer, Raleigh, N. C. I have also been working in this particular connection for McCall's Magazine.

THE CHAIRMAN. You are also the author of "A Southerner Discovers the South," and "A Southerner Discovers New England?"

MR. DANIELS. Yes, sir.

The committee asked me to prepare a statement, which I have prepared, and I will either submit it for the record or read it and then answer questions, whichever you wish.

THE CHAIRMAN. I think you had better present your statement first.

MR. DANIELS. Mr. Chairman, I have entitled my statement "America's Luck Has Held." [Reading:]

Apparently the winter is ending without any serious epidemics in any of the defense centers. Thousands of men—and women and children, too—were pulled into little towns, some of them without any sewerage facilities, most of them without adequate housing, highways, health, and feeding facilities, not to speak of school and recreational opportunities. Early last December I was in Mobile, Ala., where an air depot was growing beside expanding shipyard facilities when I read a story broadcast by a press association which said that in Alexandria, La., a terrific influenza epidemic had broken out in that small city in which every community facility was overlooked. I flew to Alexandria to find that the story was exaggerated. Such flu as existed was mild. There were few more funerals than in normal times. But the conditions were such, with people sleeping in the backs of cars, in shacks, in barns, everywhere, that any man could imagine what a terror might have been there—what a terror the town, largely by luck, escaped.

I remember one young woman living in a little tent in the Kisatchie National Forest, near new Camp Livingston, whose children had had the flu and were coughing still in the mist which had been rain and might be rain again. Where they lived they had to walk half a mile to a filling station for water. No milk was available for the children; no doctors. There were no toilet facilities.

I went back there 2 months later. And the sun was shining on a new privy which was just then being completed as the camp was being completed and the jobs created in building it were ending. I suppose it will stand there in the edge of the woods after the construction workers are gone. I wish I were as confident that there will be one where they go, if they move, as many such workers are moving, from the finished project to the new one.

LIKE BOOM TOWNS OF THE PAST

Undoubtedly, the boom towns of this defense spending are like boom towns of the past. There is the same crowding of the beer joints, the same pressures on facilities of bed and board. There are the same camp followers in them. I have been impressed with the strength and ingenuity of the folk; indeed, most of them seemed to me, from Maine

to Texas, to look and seem as I have imagined the pioneers. Not many of them felt sorry for themselves. But a good many of them did keep a sense—sometimes a saving sense—of economic insecurity in the midst of boom jobs and boom wages. The most remarkable new thing about them, however—and about them in this boom in comparison with the war booms of the past—was their automobiles. The fact that there are six times as many automobiles today as there were in 1917 has both lessened the pressures of moving people on the boom towns in some ways and increased them in others.

There is no use multiplying to you the now familiar picture of people sleeping in cars, on the ground, on pool tables, and piano boxes. That picture has been supplied to us all. But I first became aware of the new spread of crowding when the construction quartermaster at Fort Bragg, N. C., telephoned me last November and asked me as editor of a newspaper circulating around his camp to publish a story asking people in a circle 50 miles around his job to rent rooms to workers. Some got rooms and some did not. Many of them moved back and forth from farmhouses between harvesting and planting. A large proportion of them were tenants or renters.

BOOM AND CROP FAILURE

Later I found out more about such towns in a long trip which took me and other men working with me into a large number of such crowded towns on a national survey of what was happening to people in defense. Plenty of things have been happening. Natives of small, quiet communities have been crowded out of quiet customary ways. People from big circles around them have come in. In one State I know the defense boom coincided in beautiful neatness with crop failures. Farmers harvested poor crops just before the building began and expected to finish it by planting time. Today a great many tenants everywhere are going to have to choose; at planting time they are going to have to give up their jobs or their houses. For most of them—if the jobs are available—it is not going to be a difficult choice. You can sleep outdoors if necessary in the spring and summer. A good many probably will.

Undoubtedly there has been in most places a real and wise effort to take labor from the localities around the projects. Most of those who have migrated to the boom towns have been no Steinbeck distance, from Oklahoma to California. But a great many have moved great distances. The Tennessee Valley Authority, long before defense, made it a policy to give jobs where they did work. But on the new dam at Jefferson City, Tenn., which was rushed to provide power to make aluminum for use in planes, even the unskilled workers came from 10 States. The skilled and semiskilled came from 28 States and the District of Columbia.

I talked with Virginians in Connecticut in a trailer camp near Hartford, and a pipe fitter from Wisconsin who was working in Tennessee. The builders of the powder factory in Charlestown, Ind., were advertising for certain types of skilled labor as far west as Wisconsin and as far south as Alabama. The people who make up the movement to boom towns come in greatest number from the country close to them,

but they also come from far away. And when they get to the jobs they still may move long ways every day. There were workers in the Fore River shipyards at Quincy, Mass., who reported that they drove to New Hampshire to sleep.

RENTS RISE

All of them, however, look alike in the crowded towns and meet similar conditions—with some differences. Housing which may seem so intolerable that it causes a clamor in New England would seem almost luxurious in the South, where one enterprising individual advertised, in confidence against prejudice, in one boom town that he would be glad to renovate the Negro houses for white tenants. (He did not say what would happen to the Negroes so dispossessed.) Rising rents have pinched both the new worker and the old resident. Sometimes local people working at old salary levels have been most hurt by rising rents. But a good many people getting the boom's big wages pay a large part out of them for rent.

Some towns have tried to crack down on profiteers, but sometimes there is a positive incitement to profiteering by the newcomers with big wages. Some Army wives have offered more money to put out the old occupants. Those able to pay push up the price of the best, and the worst follows. Anything you have ever heard about bad housing from anybody anywhere can be found in some of the defense towns in the United States. But there are boom-town conditions which have been similar in boom towns everywhere depending only on the climate. A hearty man can sleep, wrapped in a blanket, at Hinesville, Ga., and can be more troubled with bugs in his food than chill in his sleep.

Regardless of the crowding, you can't sleep outdoors except in mid-summer where they are building destroyers at Bath, Maine. But the same problems may attend some aspects of pay-day night everywhere. At such a time, a little cafe normally accommodating 50 people may have several hundred coming in, and public health as well as hunger is involved in the struggle to get dishes washed with any regard for the health safeguards. And not only food: In a town of less than 5,000 to which 20,000 men have come, there simply are not toilet facilities for the number requiring them. Some bunkhouses seem almost designed to spread communicable diseases. The parking lots in places without adequate police or hospital facilities make increased traffic tolls seem surprisingly low.

PROBLEMS IN MORALS

It is probably fortunate in some respects that the crowding people locate often outside the corporate limits of towns and so, in effect if not in law, outside the regulations of health authorities. That at least cuts the threat to the overwhelmed towns. But the lack of regulation in the widening circles around camps does mean health hazards to people in both the country and the towns.

The decentralization in vice which took place in America before the defense movement has followed the decentralized pattern around the

defense towns. Moralists who "clean up" a town today to protect workers or soldiers have the wider task of cleaning up a countryside. And once more the country is facing—this time in a generation which can talk frankly about syphilis—confusion about how to deal with moral problems. Equally disturbed statements have been made by defense authorities around Louisville, which did not have a segregated district, and Pensacola, which did. The automobile and the substitution of waitresses for waiters in roadhouses have complicated the moral situation. But perhaps as offsetting changes, families on wheels and low long-distance rates on telephones have simplified it. One of the most amazing phenomena in the crowded towns, it seemed to me, is the terrific pressure on telephone lines after 7 o'clock in the evening. I think it is a moral force which has not been given proper credit in our times.

CROWDED SCHOOLS

The families of workers and soldiers, however, add special new complications to the situation. More have come to the neighborhood of defense projects than could possibly have come if there were not trailers to bring them and house them. Educational authorities have estimated that 250,000 children have moved to defense towns to crowd the schools. The schools are undoubtedly crowded, but by no means all of the children have ever gotten into the schools to crowd them. Practically no pretense has been made around such towns of enforcing any compulsory school attendance laws; indeed, the local authorities have been worrying about what to do with those who come of their own will.

In many places there has not been time or facilities to take care of the children coming into the world, not to speak of the children going into the schools. In one military area, a count by qualified investigators disclosed that 58 women had arrived who were expecting babies within 3 months. They had made no plans for care or a proper place. The health officer in Monterey County, Calif., said not long ago, "No woman has had her baby in the street yet, but a good many births take place under very undesirable conditions."

I am not sure that desirable conditions for mothers or babies, children or men, were possible in the first push of defense. It is not an easy matter to move doctors or cafes or houses or sewer lines to communities into which construction forces pour for a few months and then pour out again. Nothing is quite as apparent as that somebody without adequate shelter had to begin to build barracks in open country in which to house thousands of men.

RESPONSIBILITY OF WHOLE NATION

Expansion perhaps had to begin in some powder plant towns before sewer lines could be laid. In general the responsibility for the conditions which existed in the first push of defense belong to the whole American people who demanded such a push—and demand it still. Sometimes, undoubtedly, military officials seemed to act less in preparation of communities than in surprise.

I remember one town official said, "We didn't have any more idea of this happening than a hog has of Sunday."

The fact is that big forces of defense, big pull of wages were let loose in American precipitateness. It was done in a country in which if the Army had failed to mechanize the people had not. They moved flying out of a country in which their quick presence proved the existence of unemployment or great underemployment more dramatically than any of the statistics. Sometimes in freedom they were impelled to move in cruelty also—to projects where there were no jobs.

Some racketeers have emerged to advertise training schools at a distance which were supposed to insure magnificent jobs at a distance. Sometimes it has been suggested, perhaps without justification, that such racketeers actually served employers who wanted a bigger labor supply than necessary near industries, as the Okies were lured to agricultural areas. Undoubtedly sometimes legitimate demand for skilled labor has necessitated advertising at great distances.

Sometimes it has been charged that some industries in defense preferred workers who moved on wheels rather than those with roots down in the communities around the plants. It has been said that unions and industrialists quarreled over defense housing because unions wanted men housed where they could more easily organize them, and employers wanted the men moving as fast and as far as possible from the local area at the changes of shifts. There has been a good deal of angry talk around many of the camps about unions and initiation fees. Fort Bragg, N. C., has been described in extremes as the perfect project and as a "scab" job. Most of these conflicting statements are arguments in which, so far as I know, nobody has the information for any statement in final judgment but all deserve American consideration.

ALL KINDS OF PROJECTS

There are not only all kinds of people in the towns and camps. There are all kinds of projects. There are the construction camps where huge gangs come in and depart. There are shipyards and factories where employment is as enduring as defense. There will be the military and naval posts which expand towns with families and civilians for the periods of defense beyond their own gates. In the last two, on a semipermanent basis, the facilities are beginning to catch up. There is increasing Government help for overwhelmed localities in housing, in schools, in general planning. Even in the construction areas now military planners have a duty to act with greater understanding in planning for people than in the first rush. I believe it is being provided, but it seems more spotty than uniform. Much depends upon the personnel in the place.

But there are problems which are being built in America beyond and more important than the crowded cafes. There is a general understanding that at the end of the defense effort there will be the old post-war problems. Such defense boom towns as Norfolk, Va., and Bath, Maine, have been through the process before. In this precipitate prosperity they are afraid of it still. But special new problems may be growing with defense, and some ironical ones.

GOVERNMENT LAND PURCHASES

In the first few months of the defense effort Government land purchases dispossessed more than half as many farmers as had been helped to the acquisition of land in 3 years by the Farm Security Administration under the Bankhead-Jones tenant-purchase program. The work in the camps, which has been such a godsend to many thousands of poor farmers, a large proportion of them tenants and renters, has served to accelerate the mechanization of farms which was already reducing the number of men needed on the land and will leave room for fewer tenants in the future.

At the same time (and regardless of the argument about unions in the camps), they have not only been learning skills, but helping in a process which may break the skills into parts. Not only are manufacturers in New England teaching men to perform one process which used to be one part of a skilled workman's skilled technique; also in building the camps where farmers have based claims to employment as craftsmen upon rough farm experience and native ingenuity, contractors have met their true lack of training by letting them specialize in restricted processes rather than in the general practice of the crafts. Beyond the present labor demand, such limited specialists may overload the numbers of unionists with cards if they join unions now, or provide new nonunion competitors of limited training on special jobs if they do not get into the unions now.

Already farmers in every part of America are wondering fearfully if not wistfully about the migrants they could count on in the past to pick the strawberries and the beans and dig the potatoes. They are reconciled to paying more. The whole question faces them squarely now. They are planting without knowledge as to how they are going to get the stuff off the bush or the tree or out of the ground. But, also, many of the workers in the camps who have been living between harvesting and planting in tenant cabins are hearing from their landlords the alternative demand that they go to work as tenants or get out of the tenant houses.

MORE MEN TO PLACE NOW

Actually, however, my understanding is that in the agricultural regions of the South particularly, which has been the seedbed of the migrants, the big defense employment has only skimmed the top of the strong and needy mass. In one State I know the active file of the United States Employment Service, which in the past year has sent more than 60,000 men to work building Army camps, is today larger than it was at the beginning of 1940. There are some duplications in the lists, but the Service has more men to place now than it did a year ago—and every reason to believe that they are workers quite as efficient as those who made the smaller list last year.

The whole pattern and process of defense seems to me to be moving—even where there are distressing and dangerous human conditions—directly and with dispatch toward the power America is determined to possess. But it seems to me to be moving also toward the acceleration of the very conditions which created the problems of migrants

and other victims of unemployment in the past. The needs of defense will mean the introduction of every machine process in industry which will facilitate production. The pull of Army and construction and industry from the farm will give the emphasis needed to overcome old lethargy, habit, sentimentality which have delayed the mechanization of the farms in the area where there is the greatest surplus of people. The teaching of new skills will not safeguard young men when, and if, the imperative demand for those skills decreases.

IMMEDIATE PROBLEMS

These things, and others, are ahead of us. But there are imperative problems close at hand. Not many of them are new. They are the simple but difficult problems of adequate housing for essential people, safeguards for their health, some decent recreation for their leisure. In peace they were greater problems for a whole people. They remain such problems. But in the present drive the field is limited to the most pressing need. And even in the accomplishment of the limited solutions for this present necessity, difficulties must be met apart from the problems themselves.

Away from Washington sometimes housing does not seem as difficult of attainment as understanding. The Army understands its military problem. Other agencies understand theirs. But there is a complexity in specialization, and often an increasing complexity among different specialists, State and Federal. And divisions in concern and authority sometimes seem maddening to local people even when the local people themselves are not always wise. Progress has definitely been made from the first almost arrogant disregard of human problems in the defense centers last winter. Houses are going up. In some places Government trailers are ready in the woods even before camp builders cut down the first trees. Money has been made available for schools. Safeguards have been set up for health. By next winter some wholeness in concern may be hoped for. And increasingly it is obvious that nothing less than complete coordinated planning in community safety will suffice. [Reading ends.]

COMMODITIES AND HUMAN BEINGS

The CHAIRMAN. As you were giving us your statement, the thought occurred to me, just why is it that the human equation is the last to be taken care of? It is quite an interesting thing to recall that we have spent many millions of dollars to take care of the commodities that are being transported from one part of the country to another, but that this is the first investigation of this kind relating to human interests, as people travel back and forth across the country into the different States. It is a very interesting subject.

We had someone from Mexico testifying before the committee, and he pointed out the fact that we have many agreements relating to boundaries, but not anything in reference to human traffic. It is quite interesting to note that that is the last thing taken care of in the defense program.

The Interstate Commerce Commission is on the job, regulating the flow of commodities and of cattle, and under the law that Commission has jurisdiction over those movements.

So I was impressed with your statement along those lines.

In your travels about the country, Mr. Daniels, were you interested mainly in Army camps or in all types of defense centers?

Mr. DANIELS. I was interested in the activities of people around defense activities, wherever they occurred.

The CHAIRMAN. Can you tell us specifically about the situation at Camp Blanding, in Florida?

Mr. DANIELS. I have only been there briefly, but I know the situation quite well.

The CHAIRMAN. Where did those people come from?

Mr. DANIELS. They came from the South, Georgia and Florida, mostly. But there is a certain type of person who wants to go to Florida, and there were more workers who went to Camp Blanding and to the camps in Louisiana; but they were disappointed when they found that north Florida is not Miami Beach.

HOUSING IN FLORIDA

The CHAIRMAN. What about housing conditions there?

Mr. DANIELS. They were just about alike in all these places, terrible at the outset and only now beginning to improve at all.

As I said, there is no description of bad housing anywhere in the world that cannot be duplicated in the defense centers of America.

The CHAIRMAN. Were the conditions at Camp Blanding practically the same as you outlined in your statement?

Mr. DANIELS. Yes.

Mr. CURTIS. How will there ever be a remedy for that condition?

Mr. DANIELS. They are building a marine base in Onslow County, N. C., and they are beginning to discover that the human problem begins as quickly as the money is authorized.

For instance, when they decided to build a marine base there, they immediately found that they were going to have to move about 200 families living there, in the first batch of people. The titles of those people to their property were not clear in many cases, and some of them will not get their money for their property for 3 or 4 years.

Under the Agricultural Adjustment Act some of them had large tobacco farms which were not paid for, so far as the purchase of the land is concerned, but they are trying to work that out. There is an effort to send in various specialists to deal with that problem.

A certain amount of housing is being provided, but it is difficult for them to get together. Although provision may be made in Washington for coordination, it is very difficult to provide for coordination among the different people in the field.

Mr. FATH. In connection with the tobacco farms, you say because of defects in titles, they will not get their money for 3 or 4 years?

SOME TITLES UNACCEPTABLE

Mr. DANIELS. Some of the land has been in their hands for a long time. In many cases the titles are involved. The titles do not meet the

standards required by the Government in connection with the acquisition of land. The Government will not pay for land until they get a good title. The Farm Security Administration has been asked to provide for these people in the interim.

Many of them will work in the camps. In some places there has been a disposition on their part to sell their stuff quickly and clog the markets in their limited farm areas.

The tenants have a lot of trouble in finding new places. The trouble is progressive, because if a good tenant is put off, he seeks a new place and often pushes somebody else off, I do not see how you can avoid widening circles, like you have when you throw a rock into a pond.

Mr. FATH. If they have tobacco allotments, do they carry on with the land?

Mr. DANIELS. They go with the land.

Mr. FATH. If they did not have tobacco allotments would they be working this year?

Mr. DANIELS. I believe if they had an allotment this year they would have a bad time getting their planting done.

The A. A. A. does not see any difficulty about working out a plan for the tobacco farmers and tying the farmer to his allotment, due to the emergency. But more than half of these people are tenants, and it will become more complicated as you go along.

OTHER CAMPS

The CHAIRMAN. Is the condition you have described in your State true in regard to Camp Shelby, in Mississippi?

Mr. DANIELS. Camp Shelby is practically completed as a construction job.

The CHAIRMAN. What about Camp Livingston, near Alexandria, La.?

Mr. DANIELS. The construction work there is on a down-grade now. But they have gone along in the worst sort of way because they have three camps to that one little Louisiana town. Everything you could think of happened around Alexandria.

The CHAIRMAN. Where do the defense migrants come from?

Mr. DANIELS. In great bulk they come from the area all around there, but in almost every case there is always a substantial number who move hundreds of miles. The Federal Employment Service has been trying to cut down the distances traveled, but the distances seem to be shorter in the case of unskilled labor and longer in the case of skilled labor.

The CHAIRMAN. Do they come from farms?

Mr. DANIELS. Many of them come from farms around Camp Livingston. Last winter they had a freeze in Louisiana and snow fell, and their crops were destroyed.

The building of those camps seemed to be a godsend. They had made no money, but they felt that they could go to work right after cotton picking and finish the construction in time for planting. Many people who originally come from around there are farmers, who merely

plan farm work to the extent that they think necessary; and if they see that you are going to start a new project 150 miles away, the original intention—going back to the farm—is pretty well forgotten.

A NEW MIGRATION

The CHAIRMAN. Is it your impression that the national-defense program started a new migration in this country?

Mr. DANIELS. I think it has. When a camp was first built in the community the original tendency was for the farmers to come out of the local areas and go to work at the camp. But when a man tastes the meat of those high wages, he would rather go to the next camp. I think there is going to be an increasing tendency by these people to go along with that idea, and follow along from old jobs to new ones.

The CHAIRMAN. What about the T. V. A. area? How is the defense migration being handled there?

Mr. DANIELS. I used the figures on that area to show that the T. V. A. has made every effort at their dams to use local labor. They felt that the local people were being depressed and in every way they have tried for years to use local labor. But on the entire project the unskilled labor came from 10 States and the skilled labor came from 28 States.

Mr. SPARKMAN. Mr. Daniels, is not this true, with reference to T. V. A., that they do not have this influx of migrant labor such as you had at Camp Blanding, because when they start on a job they set up a definite schedule and require people to submit written applications, and then when they want people, the people are called up and interviewed?

Mr. DANIELS. That is the T. V. A. policy, but it has cracked at Jefferson City. The people were sleeping in the basements of a lumber mill and in box cars. They built some dormitories for a small number of workers, but the dormitories were not completed until the dam was well under way.

Mr. SPARKMAN. The Jefferson City job started without any advance planning.

Mr. DANIELS. They are very proud of the fact that they went to work there the day after the President signed the authorization.

MUSCLE SHOALS

Mr. SPARKMAN. Have you been around Muscle Shoals and the extension of plant No. 2?

Mr. DANIELS. Yes.

Mr. SPARKMAN. You have not seen any of that there?

Mr. DANIELS. They have had a rather bad situation there. They try to maintain a 5-day week. But up the road, not far away, their working time is 7 days, which meant that they have a lot of overtime. In one of the Government's new plants, Muscle Shoals lost 135 carpenters in one day to Tullahoma, Tenn. So T. V. A., with all its elaborate planning—

Mr. SPARKMAN. What I had reference to was the planning of recruiting of labor. I was wondering if some such policy as that could not be worked out in all these jobs.

Mr. DANIELS. The difficulty has been that just as T. V. A. went to work on the dam the day after the President signed the authorization, there had been a terrific pressure from all the people to start work now. I do not think you can blame anybody. If they had said, "We want to hurry defense, but we believe we ought to make these arrangements for the human beings before we do it," I am afraid somebody would have got cracked down on for taking that position—from the American people themselves.

The CHAIRMAN. How does the resident population in the cities feel regarding this influx?

Mr. DANIELS. It varies in different places. In Caroline County, Va., the whole county has risen up in arms. The people there say they do not want any Army camps. Take Pensacola, for instance. That has had a longer time to digest its camp than any other city I have visited. The local boys hate the competition of the cadets in uniform, and the middle class citizens feel that the Navy sort of looks down its nose, socially, at them.

A native woman who has been living in Alexandria, La., for 15 years and paying \$25 a month does not like it when the wife of a colonel comes in and seeks out the owner and tells him she will pay \$75 a month.

HEALTH CONDITIONS IN CAMPS

The CHAIRMAN. What about the health conditions in these camps?

Mr. DANIELS. I think they have been pretty terrible, but I am not a medical man. I was talking to my brother, who is a doctor, about these people living in the woods. He rather thought there was a possibility that the dispersal of the people, rather than their being crowded in the quickly constructed barracks, may have had an effect in saving them trouble, particularly in the dissemination of respiratory diseases.

The CHAIRMAN. Mayor LaGuardia, of New York, called the committee's attention, at a hearing we had there, to a statute passed in 1893 which provided for the transportation to the city of origin of people who were in the various stages of communicable diseases. In other words, we have authorization on the statute books to that effect, but I do wish to call attention to the fact that we are a little bit lax, because there has not been a single appropriation made since 1893. So we have the machinery, and all we need is the money.

Mr. DANIELS. We have laws in all the States I have mentioned, requiring certain specific measures in the cleaning of camps. But they are thrown overboard.

Mr. SPARKMAN. Most of the views you have stated have related to the construction program. We all recognize the fact that that came upon us with great suddenness, and that there was insufficient time to make preparations. Have you visited any of the operating plants?

Mr. DANIELS. For instance, the shipyards?

Mr. SPARKMAN. I am thinking about this. I agree with you that probably these people will be taken care of in the construction program by working a while and then going back to their farms or by shifting from job to job.

The thing that has given me concern has been what is going to happen to the people in the various plants when the emergency is over.

Mr. DANIELS. The owners or the workers?

Mr. SPARKMAN. The workers; I think the Government is taking care of the owners very nicely.

BREAK-DOWN OF SKILLS

Mr. DANIELS. In New England they are having difficulty in some plants in getting the type of labor they want.

One of the things that disturb me—and I do not see how anything can be done about it—is that you cannot get men who are skilled craftsmen. We are breaking down the skills into pieces and having a man work at one little task. What the result of that will be to the skilled workers I do not know, but I think it will be increasingly difficult for skilled workers to hold jobs in plants when they can train a boy in 6 weeks to do one job.

Mr. SPARKMAN. You think the tendency in every industry will be to adopt some set policy, breaking the skills down into pieces?

Mr. DANIELS. They are already adopting that. Sometimes I am not sure it is the pressure for skilled workmen that is entirely responsible. There has always been a desire, if possible, to get a job done by a \$15-a-week girl rather than a \$40-a-week man.

If you restrict the task to one operation, you may develop manual dexterity in that one operation which may exceed that of the skilled worker in the whole field.

Mr. SPARKMAN. Here is the thing I am thinking about primarily. Let us take one loading plant at Milan, Tenn. Have you been there?

Mr. DANIELS. No; but I am familiar with that project.

Mr. SPARKMAN. That is out in the open country, many miles from any sizeable city. They have working there four or five thousand people. When the emergency is over that plant will not be operated, presumably. What will happen to those people working at that plant?

Mr. DANIELS. I am not sure that plant will not be operated.

Mr. SPARKMAN. Let us take the Charlestown, Ind., powder plant.

Mr. DANIELS. May I elaborate on that [Milan] statement?

Mr. SPARKMAN. Certainly.

DECENTRALIZATION OF INDUSTRY

Mr. DANIELS. We are building plants in Tennessee at the same time we increase plant construction in New England, but the decentralization process may mean that the Milan plant will continue to operate in some form of peacetime industry at the expense of old plants in old regions where the industry has been concentrated in the past.

Mr. SPARKMAN. You think there is going to be a shift from Government wartime operation to an industrial peacetime operation?

Mr. DANIELS. Yes.

Mr. SPARKMAN. That will take time to work out.

Mr. DANIELS. Yes; it will. It will happen in some places, but in other places the factory will be closed altogether.

Mr. SPARKMAN. What are you going to put there, or do about that?

Mr. DANIELS. We are going to appropriate more money for the W. P. A.

Mr. SPARKMAN. We are going to have those people on our hands?

Mr. DANIELS. I think the process of defense is the process of the addition of more migrants, more unemployed, unless we can devise new methods to take care of the situation.

Mr. SPARKMAN. Do you think that by planning now and getting ready for that we will be better prepared to absorb that shock when it does come?

Mr. DANIELS. I do not believe it will do any harm. I think we might be better able to do our thinking about it. I think it is very difficult to plan, but I think the planning should go ahead. I do not think we are going to build anything now that will save us from the storm that will follow if defense goes.

Mr. SPARKMAN. We could build a shock absorber to take off part of it.

Mr. DANIELS. Possibly; but unquestionably mechanization would mean larger farms in the areas where the migrants are coming from now, and it will be increasingly difficult for those people to go back to the best lands. They will be pushed more and more on the poorer lands, which will mean the creation of a permanent form of subsidized peasantry.

Dr. LAMB. When we come to the end of the construction period, that is no reason to believe that we are not on the threshold of the greatest migration, is it, in the areas where the newly constructed plants come into operation? From your observation would you say that the amount of movement taking place with respect to construction of defense projects is greater or less than the next wave of movement?

Mr. DANIELS. Of course, a great deal depends on the future. I do not think in most of these plants will there be the necessity for a labor force as large as the construction force.

One place where that is tied up is Charlestown, Ind. They have a tremendous labor force there. Later they will need an operating force, but they are not going to need the number of men to operate the power plant that they have needed in the construction.

Mr. SPARKMAN. What about your old defense centers, or your ship-building and aircraft centers?

ABSORPTION EASIER IN LARGE TOWNS

Mr. DANIELS. In those cases the larger towns will be better able to absorb the load, in places like Louisville or Hartford.

I do not think the human problems will be as acute in your industrial centers as they have been in your construction centers.

Dr. LAMB. What is the proportion of new workers needed in the old industrial centers, and what is the supply available? Have you any impression as to that? Of course, there are exceptional places like San Diego.

Mr. DANIELS. I think it would differ in different places, and it would also depend on whether you were talking to a labor leader or an industrial employer. I could not answer that question satisfactorily.

Dr. LAMB. Are numbers moving into the old defense centers in proportion to the need?

Mr. DANIELS. Take a town like Hartford. They have big trailer camps. They are running night schools to graduate skilled workmen, but they are not able to keep up with the demands.

Dr. LAMB. What about the numbers coming in there to settle in the trailer camps? Do they have skills?

Mr. DANIELS. Some of them have skills. The trailer camps may include everything from a jalopy to almost a palace on wheels.

Dr. LAMB. But these people are being trained. They do not have the training to start with. Are they coming in untrained and being trained there?

Mr. DANIELS. Many of them are.

Dr. LAMB. Do they all get jobs?

Mr. DANIELS. There are many people who go to these places who do not get jobs.

I remember an old man told me that there were people working as welders who did not know a blow torch from a popgun. There has been an effort to get jobs by people not qualified.

Also, there have been people pulled in by reports.

Dr. LAMB. What form are those reports taking?

Mr. DANIELS. Much of it is by word of mouth. There is one thing I do not understand. There have been men going over the country saying, "If you will come to our school in California"—for instance—"we will get you a wonderful job in an aircraft factory." How large that movement has been I do not know. I think most of it has been talk and a racket.

Dr. LAMB. You spoke about the question of what is called dilution, or the breaking down of a job into one operation, skilled. They sometimes talk about it in terms of upgrading. Could it not be that eventually these people will be given an opportunity to improve their skills? Do you see anything that indicates that that is likely to take place?

DISADVANTAGE IN NEW TRAINING

Mr. DANIELS. I do not see any possibility of that; if defense production drops, there will be an excess number of skilled workers. I do not see any hope for a boy who is taught one process to compete with the man who is taught them all, unless the skilled worker is destroyed entirely.

Mr. CURTIS. To what extent would decentralization of defense activities tend to remedy this problem? Would it just change the location of the problem areas?

Mr. DANIELS. That is a pretty complicated question because, if you just go into a town and put in a factory temporarily, you create your problem.

I think there is a labor supply that ought to be tapped, and if it is capable of doing work which would justify decentralization, I think that should go forward.

Mr. CURTIS. From the standpoint of the various problems involved in the human equation, would they be lessened any?

Mr. DANIELS. Immediately, I do not think so; no.

Mr. CURTIS. The future movement would probably be more easily reckoned with if it is scattered about?

Mr. DANIELS. Yes.

Mr. OSMERS. On that point I think there is considerable to be said, and I would like to have Mr. Daniels' viewpoint on the proposition that it might be a little bit easier to cushion the blow if these people were located in existing areas where certain other industries might make up for the lack of defense industries.

Mr. DANIELS. I think that is true. Some planning is being done at Radford, Va., and at Muscle Shoals some effort is being made to build worker housing on farms with the idea that when the industrial boom is over people can grow themselves some food and perhaps do some farming on a small scale, and there will be a process of going back to normal rather than be grouped in an industrial area, with nothing to go to except relief.

Mr. OSMERS. That is the thing I had in mind. Mr. Curtis sort of left the impression that decentralization would be desirable from the employment standpoint after the war.

Mr. DANIELS. I think it would.

Mr. OSMERS. I express a contrary view—that you would have these people stranded rather than having them in the existing industrial areas.

Mr. CURTIS. The suggestion was made some weeks ago that greater use be made of the United States Employment Service, to the end that the place to find your job was not on the job but where the worker happened to be, and then to move forward in the job area. Is that feasible?

EMPLOYMENT-SERVICE FILES

Mr. DANIELS. I think that is being done to a very large extent. The United States Employment Service has offices at plants, but they also keep a file of people who have listed themselves with the United States Employment Service. I think there is a real effort to do that.

Mr. CURTIS. It has not extended so it retards the trek of the multitude toward the job area, thinking their chances are better if they themselves are personally present?

Mr. DANIELS. Yes; I would say the trek would be vastly greater and more tragic had there not been the Employment Service to deal with them at the beginning.

The CHAIRMAN. We will proceed with the next witness, Mr. Grafton, and I will ask Mr. Curtis to proceed with the interrogation.

TESTIMONY OF SAMUEL GRAFTON, COLUMNIST, NEW YORK POST, NEW YORK CITY, N. Y.

Mr. CURTIS. Will you state your full name and tell us where your column is published?

Mr. GRAFTON. Mr. Chairman, my name is Samuel Grafton. I am a columnist, and my column is published in the New York Post and the Philadelphia Record.

I have gone into this problem mostly in the New England area, in distinction to what Mr. Daniels has done, and I have been concerned largely with the supply of employment in existing factories.

Mr. CURTIS. You have a prepared statement?

Mr. GRAFTON. Yes, I have.

Mr. CURTIS. I wonder if you will submit that and make it a part of the record, and then summarize it by giving us the high points that you would like specifically to call to the attention of the committee?

Mr. GRAFTON [reading]. Mr. Chairman, this impartial congressional investigation into the problem of migratory labor in defense industry is one of the most heartening and encouraging events of these frantic days in the Nation's Capital.

My testimony is not that of an economist, nor of an expert in labor problems, but simply that of a journalist who made it his business to see and talk with many of the rootless workers in defense industries.

I have seen trailer colonies of defense workers near East Hartford, Conn.; I have seen the commuters come and go for incredible distances to reach their daily jobs; I have watched wanderers in the streets of Bridgeport, Conn., carrying their bags in their search for work, seeking first the job and then a room in which to sleep.

The automobile has increased the radius within which the unemployed worker can seek employment; low-cost bus transportation and cheap railroad coach fares have had a similar effect. An immediate result is that employment booms no longer mean a decisive over-night pick-up in jobs and business activity in the towns in which they take place; our rapid transportation dilutes each boom over an area, perhaps 150 miles across, with the factory as its center. This is the commuting range, and beyond lies what might be called the migration range, an area of hundreds, perhaps thousands of miles.

"HOME" IS THE AUTOMOBILE

In these days of temporary employment, the home has become, for many workers, an unsafe anchor; it is around the automobile, not the hearth, that family hopes center.

This can be seen in graphic form in East Hartford, where 90 families have lived through the winter on slush-covered fields, in trailers, many equipped with only the most primitive of facilities. One typical couple, I found, had recently married and had moved into a trailer in preference to a house. Their plan was similar to that of the other families on the trailer flats; to buy the trailer on the installment plan, instead of paying rent money, in the hope of owning it after the defense boom was over, and of thus being free to wander in search of further employment.

One point I would like to make is that I would not want anyone to conceive of these people as being all depressed or unhappy. They have jobs and they face the future with casualness, perhaps too much casualness. The important social phenomenon to be noted is not the hardship of the moment, but the possible consequences of this adaptation of the American spirit to the demands of a rootless, nomadic life.

We must inquire as to what the possible social consequences may be to established institutions of community life—the school, the local tax structure, the church, family ties. All are involved in the new nomadism. Families on wheels, harassed by the uncertainties of the future, spending as little as they can, consciously avoiding the letting down of roots, cannot and will not take any responsible role in local

life; they cannot and will not support local institutions; nor can they feel any sense of participation in local problems. They do not vote. They are connected solely by the pay roll to the town in which, by accident, they find themselves to be.

I have found one city, Portsmouth, N. H., which is making an effort to meet the problem. A local advisory council has been created. The Federal Government is helping, by building 800 so-called "demountable houses," which can be taken down after the current defense boom.

Yet Portsmouth's leading citizens feel that they are far from a solution. Even a "demountable" real-estate development requires schools and sewers. Portsmouth asks itself who shall pay for these, and what value they shall have when the demountable boom is over and the demountable houses have been removed.

That is one horn of the dilemma. The other is represented by the desire of local business people to enjoy the trade of the new workers. Unless and until these workers move into the town, that is impossible. "They buy their cigarettes and gas at home, and bring their own lunches," is the local comment on commuters who drive from as far as 75 miles away each day. Therefore Portsmouth, whose navy yard has created almost 6,000 new jobs in a short space of time—an enormous number for a city of 15,000 people—has enjoyed little increased prosperity thereby.

MEN EARN FOUR TO FIVE DOLLARS A DAY

A floating population of migratory laborers has actually moved into the town, but these are largely single men, who earn from \$4 to \$5 per day, live in low-cost rooming houses, experience frequent lay-offs, and can hardly be considered a permanent addition to the life and human resources of the city.

The sense of local helplessness in the face of the problem can be felt everywhere in New England, and shows itself in an increasing resentment directed against the migratory workers. In many towns, the local tendency is actually to oppose new housing developments for the migrants, on the ground that these people will remain in the town as a problem "afterward." In some of the more ornate communities of Connecticut, I found a fear that cheap or jerry-built housing will be thrown up, disfiguring the community.

There is some justification for these fears, which are of themselves a confession that there has been next to no adequate planning. In Bridgeport one sees long-abandoned hotels reopened on a rooming-house basis; one sees fine old homes turned into throbbing hotels for migratory workers; the character of neighborhoods undergoes unplanned and unsystematic change.

These changes, however, are not nearly so important as the changes which are taking place in the character of American life, churned into flux by the new migration. When a home becomes a risky possession, and mobility becomes a prized family asset, then we may ask ourselves how far we have progressed, in the social sense, since the day when Indians roamed the Northeast and moved with the game and the fishes. A modern American father of a family, who will travel a thousand

miles for the chance to spear a job, is a more streamlined individual than the aborigine whose place he has preempted; but he has, on the whole, even less security.

All those values of local life about which conservative opinion so dearly loves to boast—its stability, its wisdom, its knowledge of the neighbors' problems, its church, its Boy Scout troop, its parent-teacher association, its friendships—all, all are challenged by the disintegrating impact of the new migration. The rootless wanderer who comes to a new town, in which he works but in which he does not really live, has left a town in which he lived but in which he did not work; both communities are the poorer for the move.

"A PREDICTABLE CRISIS"

We must look ahead to the day when the defense boom will be over, and the wanderers will be in their trailers, their tourist camps, their hotels, their cheap rooms, but without the jobs which made this existence at least tolerable. Here is a perfectly predictable crisis, one which can never be said to have come, when it does come, without having given us warning. It gives us warning now. It challenges our ability to plan. In a world as unstable as that of today, the challenge is directed at our ability to live, at the viability of our way of life.

Never was local government, still burdened by the debts and taxes of the twenties, more helpless; never was there greater need of imagination and boldness in our National Government. One is compelled to call, at the very least, for the establishment of an emergency Federal fund to be held for use against the time when it shall be needed by the migrant workers and their families; for a study, to be begun at once, of the movements of these migrant workers; for a plan which shall, at least ultimately, offer the hope of a normal community life for them.

We hear, on all sides, calls for sacrifice in our great program for the defense of democracy, calls for enthusiastic expenditure of energy; we shall soon hear calls for the purchase of Federal securities. I believe that the migratory workers and the communities in which they are, at best, tolerated, must see daylight ahead in the economic sense, before their full energies can be released into our defense program. That which strengthens our domestic security gives us the moral power to work for a securely democratic world. From this point of view I enthusiastically aver that the work of this committee is, in the highest sense, a national-defense project of utmost importance.

In other words, what I have said, in a rather elaborate form, is that something must be done about it. [Reading ends.]

Mr. CURTIS. Continuing on your last statement, will you tell us what?

Mr. GRAFTON. What must be done about it?

Mr. CURTIS. Yes.

AN EMERGENCY FUND

Mr. GRAFTON. All plans start with the Appropriations Committee. I think you have to have an emergency fund ready to be used at the moment when this boom begins to subside and collapse. You are going to have these people in trailers, in cheap rooming houses, cheap hotels, tourist camps, and up in attics of farm houses—

Mr. CURTIS. Do you advise the building of better houses at this time?

Mr. GRAFTON. I doubt whether an indiscriminate building of better houses is going to work out, because it would freeze people where they have no jobs.

Mr. CURTIS. What is the average wage of those fellows in New England, in the towns which you investigated?

Mr. GRAFTON. It varies a good deal. It varies so greatly that you simply cannot generalize about it. A laborer will get from \$4 to \$5 a day, and he will be laid off when the weather is bad, and will be laid off between projects. We have a feeling that these things are continuous, but even in a city of industrial activity like Portsmouth, there will be frequent 2 or 3 weeks' lay-offs.

Then you have a very good industrial section, such as Hartford, where you have Pratt & Whitney, the Colt Firearms, and a number of plants like that, where the wages are rather good—I imagine they average about \$30, and better.

Mr. CURTIS. Now, among the workers who get the better wage, would you favor an enforced saving of some portion of that wage, to guard against that day when the defense activity abruptly stops? In addition, I mean, to having any social-security program now existing?

Mr. GRAFTON. That is a very interesting question, because I do not think, in most cases, enforcement is necessary. The opinion of business, practically throughout the Naugatuck Valley of Connecticut, in the Hartford section, and in Massachusetts, west and north of Boston, and in the Portsmouth corner, New Hampshire and Maine—the almost universal opinion is that this is not a “spending defense boom.” It does not compare with the “silk-shirt boom” of 20 years ago, in any way; rather, the complaint is that those people will not spend. They all have cars, these people in the trailer camps; instead of finding a place to sleep in the local houses, they prefer a trailer, because they pay \$11 a month rent for space. They have given them a barn as a community hall, and it is really nice, and they have dancing. They spend \$11 a month as a total for rent, and they plan toward owning the trailer. It is a deliberate, voluntary saving plan that they have worked out for themselves.

All of the business people I have seen say that the young fellows, those with their first jobs, that is, the boy just out of school, or the one who has been out for several years and now has his first job, will spend money, but not the older people.

Mr. CURTIS. Referring to those older people: You are speaking, now, of New Englanders?

Mr. GRAFTON. I am speaking of people working in New England. Many of them have come to New England for a job. A great many in this particular trailer camp at East Hartford were from Michigan, probably skilled auto workers coming into the aircraft shops.

Mr. CURTIS. You said the solution of this problem is that of an appropriation. For what purpose would you appropriate now—to deal with the problem when the defense industry is over?

LUXURY MONEY IN CARS

Mr. SPARKMAN. I wonder if I might interrupt there to say I think that last point Mr. Grafton made is a very interesting point, and

one that might be very important, and I wonder what the reaction of some of the other witnesses would be to that? What would you say, Mr. Daniels?

Mr. DANIELS. About people saving money?

Mr. SPARKMAN. Yes.

Mr. DANIELS. It is undoubtedly true everywhere that they are thinking about buying something for the baby or putting a new roof on the barn; but my observation is that what has been true and is true is not a phenomenon of getting their first money. I think, once those people do get any sense of security, we can count on a silk-shirt boom again; but we must remember the used-car parking lot has taken the place of the silk-shirt urge; people would rather have wheels than have a silk shirt now.

Mr. CURTIS. Would you not say the whole picture of the automobile industry in the last year has reflected that very fact?

Mr. DANIELS. Yes; I think so. I think the luxury money of the American workers is going into automobiles, both now and hereafter.

Mr. GRAFTON. There are six times as many cars now as there were in 1917, and the nicer cars are coming down steadily within the reach of the lower economic levels.

Mr. DANIELS. I do not know that I would limit that particular phase of it to the automobile. I think you could throw into that same scale your electric radio and many things that have entered into American life since 1917, 1918, and 1919, that have taken the place of the silk shirt and the expensive suit, and so on.

Mr. CURTIS. Do I understand you agree or disagree with Mr. Grafton that these people are saving money?

Mr. DANIELS. I agree. I do not know whether it is due to a permanent wisdom, or to timidity.

Mr. GRAFTON. I was very much interested in that, and made it a point in a number of towns, in talking to the local doctor, optometrist, and dentist. And absolutely uniformly there was a report there was no increase in trade, if you could call it that. They said the people were not getting their teeth repaired, were not getting more medical attention. Then there was another reflex. I made one 5-day trip and made it a point to talk to at least 50 people a day, and one thing that struck me in the entire 5 days, which meant I talked to at least 250 people, was that not one brought up the question of the war-defense program in any generalized sense; but the question they did bring up time and time again was, "How long is it going to last? Have you been in Washington recently? How long are we going to have these jobs?" That was their primary interest, and I think it reflected their economic worry that they were not fixed.

Mr. DANIELS. I think you are quite right about that—that their own security is more important to them than the economic security of America.

Mr. GRAFTON. Right.

Mr. SPARKMAN. Mr. Lorentz, what is your reaction?

TESTIMONY OF PARE LORENTZ, EDITORIAL STAFF, McCALL'S
MAGAZINE, NEW YORK CITY, N. Y.

Mr. LORENTZ. I am sort of a veteran in looking at this problem. I worked for 5 years for the Government, photographing back roads, and I think what you are facing is chickens coming home to roost. You have not a new problem of migrants, but you have an accelerated tendency that we have been fiddling around with for 10 years. I agree with your statement in the beginning, that we have had all of these things; that the mechanization of industry is increasing, whereas equipment is becoming cheaper and, as technology goes hand in hand with industry, the impetus of the defense program has simply uncovered what is going on all of the time.

Specifically, I just returned from a defense area. Starting from Jacksonville, I went over to Livingston, Beauregard, and that area; and the main thing I did was to try to find out the Army's attitude toward the communities they are in. I talked with the commanding officers of three divisions, who had just come down from the North, and what you have there is that the Army is looking after the men. One division commander I talked with said he knew in the area around Beauregard that every inch of land was diseased; that they have hookworm, they have syphilis, they have pellagra, and they even have leprosy in Louisiana. These commanders are looking after their men; and, when the Army brings 20,000 men down there, it assumes the responsibility of looking after them on the reservation. The Public Health Service, the Department of Agriculture, and everybody has talked about attention to the community problems; but no one has done anything about it.

Now, if we bring 20,000 construction workers into that same area, the Army officers have no responsibility for the men. They would agree, perhaps, to keep out an epidemic by putting in certain wells, but there is also the danger of an increase of dysentery in that area, and what you have in Childersburg, Ala., straight right now. Certainly that is a plant that is not going to be necessary as soon as the thing is over. You have Radford and Charlestown to take care of the powder supply, so there is not any anxiety over getting Childersburg built right away, and the contractor has no responsibility over the temporary workers. At two or three points, for instance, they were going to dig shallow wells. There will be all the more dysentery, and the country has no feeling of responsibility. It is a broken-down southern county—by broken down I mean it has nobody to help it, and no one has taken the responsibility.

FEDERAL RESPONSIBILITY

Mr. OSMERS. Do you not think that is the responsibility of the Federal Government, rather than of a run-down county?

Mr. LORENTZ. I do. Mr. Daniels brought out another question. I went down to Starke, Fla., and there is a nice little town that was only a strawberry town, a very decent, nice county. They never had a county health officer. Down in Jacksonville they have only had a county health officer for 2 years, and they recently set up

a venereal disease clinic in Jacksonville and are treating 1,550 cases of syphilis right now, with no way of knowing how many people in that area are infected. The philosophy there seems to be to let the people come in and look after themselves. You have 17 southern States with 65 percent of the venereal disease in America.

Now, you ask about appropriations. I think certainly the Surgeon General of the United States has for years been selling the idea he knows how to cure known diseases with known cures, given more money.

Mr. OSMERS. Do you not feel when this Congress appropriates money or when it is allotted by the various departments of the Government to construct these various defense developments throughout the country, that health and sanitation and social welfare should be included in that appropriation, just as much as the roof on the plant, or the wall, or the windows in the construction they are putting up?

Mr. DANIELS. I think it is a moral responsibility, not only to the people coming in, but to the community where you are bringing them in.

Mr. OSMERS. I say, aside from the moral question, it is their responsibility in a purely economic sense?

Mr. DANIELS. Surely.

Mr. OSMERS. Because, after all, these things can be reduced to dollars and cents.

Mr. LORENTZ. Mr. Chairman, Mr. Daniels and Mr. Grafton have more or less covered the philosophy, but I have seen two examples of Government planning. That used to be a bad word; if the Government planned anything, it was not any good. But the Army spent \$100,000,000 unnecessarily on Army camps because the program was not planned and you have right now a lot of green timber, cracking, and all that, in the structures put up in the camps.

Now, when the T. V. A. went in to take over the southern highlands area, they thought of malaria control, of barracks for single men and barracks for married men.

I have talked with the people of the Army, and they said it was not their responsibility, and as far as that area is concerned, the whole philosophy was that the contractor for the job was under no requirement, and the State was not responsible. But the T. V. A. met its responsibility.

The CHAIRMAN. I wonder if I can make the suggestion that we are breaking down our question structure. We will come back to you, if you do not mind, and we will finish with Mr. Grafton now—or had you finished?

LABOR SHORTAGE

Mr. CURTIS. What is your opinion as to whether or not a labor shortage exists, Mr. Grafton?

Mr. GRAFTON. I think it is a labor shortage of a very complicated kind. I do not think there is any shortage of common labor in New

England. I think a great many unusable skills exist. You take an area like Hartford. It has drawn on its night schools to train workers. But drive 10 miles out of town, and you notice that the great textile factories and other factories are not operating. The workers in those factories are skilled workers, but they are not much use in the defense industries. It is a very involved situation. I do not think it can be summed up in one sentence at all. I certainly feel there is a shortage of workers for the defense program.

Mr. CURTIS. Are more people coming in and getting jobs?

Mr. GRAFTON. Decidedly; they are coming from all of the other centers; they are coming in on every train, as they were during the World War; they have no job, but have a vague idea they might find one; they carry their tools, with the idea they might find a job and, if they find a job, then they try to find a room; if they do not, they take the last train or the last bus out, and there is a continuous procession passing through the streets.

Mr. CURTIS. In New England, how far do workers commute?

Mr. GRAFTON. The area is really quite enormous. A typical case would be the brass mills, in the Naugatuck Valley. They will have a daily working force, part of them coming from Hartford, and way beyond Hartford, and some from New London, Conn. An area almost as big as Connecticut itself will feed workers in there daily.

Mr. CURTIS. What attitude do the employers take toward commuting by their employees?

Mr. GRAFTON. They prefer them to commute, I found pretty generally.

Mr. CURTIS. Why?

Mr. GRAFTON. Partly due to the union situation. They feel if they gave 2,000 jobs to 2,000 local people, who always lived in the town, they will remain after the boom, they will be there, and there will be an organized problem there; on the other hand, if they get scattered groups from two or three States, they will just go back home.

POLICY BARS LOCAL WORKERS

Mr. CURTIS. Is that a good thing, or a bad thing?

Mr. GRAFTON. From my point of view, it is a bad thing, because in the city of Hartford you find local unemployment of hundreds and hundreds of men who are actually skilled but are not hired because of that policy, whereas calls have been going out as far as Michigan for help.

Mr. DANIELS. And a man in Hartford told me if they lived there, they would not have room for them.

Mr. GRAFTON. That is right. They have a lot of skilled mechanics, but not for the war factories. Local men work 2 or 3 days a week, while defense factories with outside help are going to three shifts.

Mr. CURTIS. You state that is because the community seeks them out?

Mr. GRAFTON. I think it starts with the community, yes.

Mr. DANIELS. Do you not think the employers and employees both like that migration from their own point of view, rather than from the social point of view?

Mr. GRAFTON. I think that is right.

Mr. OSMERS. Do you not find a tendency on the part of these people, where the problem comes right down to a local problem, to shift the responsibility to someone else? That the Federal Government would like to have the local communities take care of the social needs and conditions of those workers, and you find the employer will have to have workers, and he calls on some other community, and that goes all down the line throughout the program?

Mr. GRAFTON. I think that is largely true, with some exceptions. I would like to say I think the Federal Government, in its endeavor to put new housing in some towns, is actually in the situation where it goes to the town and tries to sell the idea of building housing—the idea that there is a lack of housing—to the local residents; and in that sense I think it passes the buck.

Mr. OSMERS. And if anyone is to be criticized, after all, it would be the Federal Government?

Mr. GRAFTON. That is right.

Mr. OSMERS. I have not heard any other responsible group in the picture that has tried to accept the responsibility.

Mr. GRAFTON. That is right. I know of no local housing enterprise anywhere in the country—that is, locally financed—except in New York City.

Mr. OSMERS. And that New York housing project is not for housing defense workers?

Mr. GRAFTON. No; it is a permanent program.

Mr. SPARKMAN. You mean houses being built by private individuals?

Mr. GRAFTON. No; put up by the local government out of taxes.

Mr. SPARKMAN. You mean a Government subdivision?

Mr. GRAFTON. That is right.

Mr. CURTIS. But, as I understand you, you are not advocating a rehabilitation program of housing for defense workers?

RESERVE PUBLIC WORKS PROGRAM

Mr. GRAFTON. No; I think that might be a mistake. What I would like to see is something like a reserve public works program, which the President spoke about recently, to be used at the end of the defense program, that might cushion the needs of migratory workers. At least we would know in a general way what houses to provide and, in a general way, where to find the workers for public works, and how to be able to move them. I think you have to work on those terms. I do not think you can freeze it as just a boom; I think that is attempting to stabilize a hysteria.

Mr. CURTIS. What kind of school structures, if any, should be built?

Mr. GRAFTON. Well, I think in some of those rural sections, or semi-rural sections, you will have to adopt the school organization that the big cities did and were forced to some time ago—to arrange double school shifts.

Mr. CURTIS. In other words, you feel perhaps the emphasis in the school situation should be upon added teachers and current supplies, and so on, rather than a building program, until we see what the future holds in regard to these people remaining in the communities?

Mr. GRAFTON. I think it is just as much a mistake for the Government to assume it is a permanent thing, and to build a big new school, as it is for the worker to assume it is a permanent thing and buy a big new Cadillac, because you have to realize that all this is temporary, really, and all of this work has to be done and, after this temporary work is over, you have to use the W. P. A. and its teachers' program, as the basis of that program of education for the people who are still in the communities. But I do not think you should proceed on the basis they are going to be there for more than 2 or 3 years.

Mr. CURTIS. You mentioned the Public Works program at the end of the defense program. Do you have any other suggestions dealing with the problem as it will be at the end of the defense program?

Mr. GRAFTON. Well, I think it is going to require a second kind of fund, in addition to the emergency fund, that will have to be much more easily available and easily spent than a public-works fund. I think if the thing does crash fast—and there are certain circumstances under which this whole thing would collapse, such as, for example, a sudden, unexpected British victory—that would be the end of the defense boom overnight; and I would say I think you have to look for that and be ready to give some sort of relief, and I think some plan ought to be made for an emergency of that kind, because it may become an overnight situation.

DANGER OF FASCISM CITED

Mr. OSMERS. Regardless of the outcome, whether it is a quick victory, or a slow one, or is a negotiated peace, or what the end of the war would be, I think you are going to have a quick end to it all anyway, because people will just drop it. America is so notoriously peace-minded that it will not sustain a war industry except in face of an emergency.

Mr. GRAFTON. True.

Mr. OSMERS. And I think we must anticipate that it might hit us with a crash. It will come hard and fast, and there is a much broader problem concerning our democratic processes and form of government at that time, that I almost hesitate to open up at this time because it is such a lengthy subject; but when you take millions of people who will be working purely upon defense industries, and the millions who will be in uniform, or trained to be in uniform, you are going to have a nucleus of a great deal of trouble unless some planning is done before.

Mr. GRAFTON. I think so; because one of the characteristics of the emerging of Fascism in Germany, if you recall, was the existence of just such a rootless people—people who started wandering during the inflation time and kept wandering until the collapse in 1933. They were one of the bases of fascist organization.

The CHAIRMAN. Thank you very much, Mr. Grafton. I wish you would be kind enough to remain here, because we may work this into a joint discussion. But we have other witnesses and I am anxious to have them heard.

We will hear you next, Miss Smith.

**TESTIMONY OF MISS KATHERINE SMITH, REPORTER FOR THE
TIMES-HERALD, WASHINGTON, D. C.**

Mr. SPARKMAN. Miss Smith, for the benefit of the record, will you state your name, residence, and occupation?

Miss SMITH. Katherine Smith; Times-Herald reporter.

Mr. SPARKMAN. I understand you have been to Charlestown, Ind., to look over the defense project there; is that right?

Miss SMITH. Yes. I want to make one introductory remark; that is, I was sent there to do a human-interest story. In other words, I was not told to get accurate statistics or to verify anything, or to check back; I was to get what the man on the street was thinking about, talking about. Consequently, much of what I found, as I say, was what the men are thinking of, sometimes what they believe, and sometimes what they are afraid of; but it is not in any sense related to what Mr. Daniels did.

Mr. SPARKMAN. I wish you would tell us some of the things you heard, or impressions you gained.

Miss SMITH. You know the construction problem there is not as great as it has been, especially the construction of the powder plant. In other words, the great influx of migrants is pretty nearly over, and most of the tents along the railroad tracks are gone. The people live in everything from old chicken coops to garages and their own trailers, and there is a trailer community now of about 1,500 and another 150 on the outskirts of the plant, and the population has gone from a little over 900 to 3,500.

They have one terror in common. That is: What is going to happen when spring and fall come? Because they have no sewerage system. The sewerage system has been under way for a year and a half, but is not finished. They do have a waterworks that was done very recently, and that was of some help, and they have not had, as Mr. Daniels pointed out, any serious epidemics, except the flu, which was general throughout the country. They had one case of scarlatina, which was isolated out in the trailer camp, and at the time I left there was no danger of its spreading.

As far as law enforcement is concerned, it is surprising they have controlled things as well as they have. While I was there, they had a number of lay-offs of carpenter workers, and petty thievery, mostly of people stealing the wash off of the line.

In other words, I feel the people are attacking the emergency with as fine a spirit as you could hope to find anywhere.

The other thing is—and this is my chief point—that generally the people did say, "If we only had had more time!" This was thrown on them on the second day of September, when they started to put up fences to start the work. By the middle of September the local hotel was full and practically all of the available housing was full, and still

people were coming in, and there were not any more houses, so they filled the trailers. In other words, they are coming in and supplying their own living requirements, if the town does not do it.

“WE MAY BE A GHOST TOWN”

The town, on the other hand, is reluctant to invest any money in construction, because they say, “We may be a ghost town.” Some of the smarter and more enterprising residents have converted garages and chicken coops into permanent residences, and one man has turned his pasture over to trailers now and has 200 there, and there are at least 300 people living in trailers, and it is just a town within a town within a town. They have several little trailer camps, and they do not intermingle with the people in the next trailer camp, about a block and a half away; in other words, in these trailer camps there is a sort of social prejudice set up, and a skilled worker’s wife has nothing to do with a less-skilled worker’s wife. She knows a lady in another trailer camp, and all the children play together. The children play war games.

MR. SPARKMAN. Did the most of the people live in Charlestown, or out of it?

MISS SMITH. The Charlestown population was 3,500, which includes the workers’ families and natives, and apparently 85 percent of the workers, or probably less than that, commute into Louisville, because of that big pay roll of 23,000 men, just before I was there. It has dropped somewhat but the bulk of the people ride on the trains into Louisville. They have two trains——

MR. SPARKMAN. Work trains?

MISS SMITH. Yes; and they pile on after each shift. The Charlestown people are mostly family men, who have come there with their families, and many of them have permanent homes in other States.

MR. SPARKMAN. You mentioned the water facilities and sewers.

MISS SMITH. As I say, they have water facilities, but no sewers.

MR. SPARKMAN. And you think the water facilities are adequate?

MISS SMITH. Well, they have done this in these camps; they have trailer wash houses with hot and cold running water.

MR. SPARKMAN. What about the school facilities?

MISS SMITH. They are very bad; they are overcrowded. They are trying to teach children in the halls and the public library, and one young teacher who was brought down to teach social hygiene and physical training was called upon to teach English, geography, and two or three other subjects besides.

MR. SPARKMAN. Do they have staggered hours for the schools?

MISS SMITH. Not at the present time. I also found that the parents of a number of migrant children, who came in from other cities, were displeased, and sent them home again to live with their aunts, friends, or relatives, and go to school back home.

ORIGINS OF WORKERS

MR. SPARKMAN. Did you get an idea of the places these people came from?

Miss SMITH. Well, the skilled workers came from all over the place. You have some contractors' workers who are accustomed to travel, and a great many of them move from town to town every 6 months, and usually they are accustomed to taking apartments. I talked to one woman whose husband goes from town to town about every 6 months. They had to take to living in a trailer because they could not find any house.

Mr. SPARKMAN. Are they scattered all over the United States, the places that they come from?

Miss SMITH. Pretty much.

Mr. SPARKMAN. Are the workers skilled or unskilled?

Miss SMITH. They are pretty nearly all skilled. The unskilled would not come there, except as itinerants. Another thing that made it bad was they had an employment registration office there in Charlestown, and at the peak of employment I understood they had three or four hundred workers flowing in and out, and that was when you had very bad housing conditions and tents along the railroad tracks. But most of them are gone now.

Mr. SPARKMAN. Of course all these people you are talking about are engaged in construction work?

Miss SMITH. Yes.

Mr. SPARKMAN. The plant is not yet in operation?

Miss SMITH. No.

Mr. SPARKMAN. Did you discuss with any of the officials of the company, or anyone, the plans as to the operation of the plant?

Miss SMITH. That is what all of the workers are sort of worried about. They do not know where they are going after it is over, and they feel, "Well, it will take so many people to run the plant." The local people say, "We figure it will take so many people to run the plant; consequently, our permanent population will be about 2,500." Well, an increase from 950-odd to 2,500 is quite an increase, all of a sudden.

But then there is the other attitude: "We may be a ghost town; we do not know how long it is going to last." There is even gossip, "Oh, well, if they do not have to make powder any more, they will convert it into a nylon-hosiery plant," and that cheers them a little bit.

Mr. SPARKMAN. What about the people who work; are they hopeful of getting jobs in the operation of the plant?

Miss SMITH. Some of them, of course, those that are more highly skilled.

Mr. SPARKMAN. And the others hope to move on to other construction projects?

Miss SMITH. Some know they will; as I say, they have permanent jobs with the contractors; and some will quit because they do not get promoted. Those are the semiskilled ones.

WANT BETTER TRAILERS

Mr. SPARKMAN. I was very much interested in the statement Mr. Grafton made that he found those people in New England saving their money. Did you make any inquiry about that?

Miss SMITH. This much is true: These men, as I say, in Charlestown are mostly family people and, accordingly, from the salary they get,

they are likely to invest money in a slightly better trailer. In other words, you have trailers that are relative to the amount of money that these people have to spend. For instance, you have the home-made trailer that people build for permanency; they do not have cars and they stay in the same situation; and then there are others who come in who do not have cars, but who have bought trailers in the trailer camp. For instance, I talked with one carpenter's assistant who was making \$38 a week. He was living in a very nice trailer, not anything fancy, but fairly comfortable and neat, and he was prepared to stay there and live in a trailer until either he got another job, or would have to move on.

There was another woman I talked to, whose husband made considerably more. They have a home in Oklahoma, and they have invested \$1,300 in a trailer, because she did not want to stay home; she wanted to be with her husband, and she said she lay awake nights trying to decide whether to live in a trailer, because of all the bad publicity that had been given these trailer camps, about American people having to live rough-and-tumble. I talked to women who were pretty sensitive about it. Naturally, I sympathized with them. I tried to talk to them, but they would hold back; they do not want to talk to you, because they have had unpleasant publicity; it has been stated that Charlestown is a boom town, that sin is running rampant, and liquor is flowing in the streets. It is not so.

MR. SPARKMAN. Did you talk with any of the people who do not live at Charlestown, that is, any of those who stay in Louisville, or other places?

MISS SMITH. No; because I could not get at them. The whistle blows and they come off 5,000 strong, and leave on the trains, and if you get in their way you get trampled upon.

MR. SPARKMAN. Did you get the impression that most of these people had been moving about from job to job, or had been fairly well settled, prior to this defense boom?

MISS SMITH. They had been fairly well settled. There, again, it depends on the type of work they do and how skilled they are, and the salaries, and so on. I mean, a great many of them were accustomed to moving, and a great many had been living in trailers for about 6 or 7 years.

MR. SPARKMAN. Just one more question. Back to this question about saving, to see if I understand you correctly. Your impression was, instead of saving money, that is, laying it aside for a rainy day, they were really investing it in things they needed?

MISS SMITH. Not entirely so; no. They are saving. Of course, when they are through work in Charlestown, there is nothing you can spend money on; there is not any entertainment. One place has a beer license, and that is all; there is not anything to do in Charlestown, and the family people, as I say, who are settled in Charlestown, are staying there and coming home nights. Occasionally they go into Louisville for a show, or something like that, but there is not anything to spend money on in Charlestown. As to the conditions in Louisville, I do not know. [To Mr. Daniels.] You can answer that.

MR. DANIELS. The Louisville merchants told me they thought there was a 3-week lag at that time in spending; that there was a definite lag in the Christmas trade.

INVESTMENT SPENDING

Mr. OSMERS. There is one point I would like to make in connection with what Mr. Grafton said, and also what Miss Smith said, in regard to saving on the part of the migrant workers. It seems to me it is more a case of investment spending than it is the actual saving of cash.

Miss SMITH. That is what I was trying to say.

Mr. OSMERS. It is a question of buying better trailers, or better automobiles, or, rather, buying things that are not consumers' goods. In other words, instead of buying a shirt or something to wear out in a few months, they are buying trailers that might have a life of 2 years.

Miss SMITH. It is not what we call "show-off" spending.

Mr. OSMERS. It is not "show-off" spending, and it is not bank-saving deposits, and I would like to see some figures on savings-bank deposits in some of the communities, just to see the extent to which money is actually being saved.

Mr. GRAFTON. The bank-deposit figures do not always tell the story, because they try to keep people from depositing too much money. They have deposit-acceptance limits. I was very interested in the subject. At Portsmouth, N. H., there are five little banks in a row on one street, which is really just a bank block. I asked several of the treasurers and vice presidents, but they were really quite indifferent about some people who come in to make deposits. Their whole attitude was, "We investigate them pretty carefully to find out whether they are saving money, or trying to make this as an investment."

Mr. OSMERS. I know that is the attitude of banks all over the United States. I have never personally gone about questioning the depositors, but you do not feel they are saving their money necessarily in bank deposits?

Mr. GRAFTON. Not unless they spread it, and I do not think they make enough to spread it. I do not think necessarily they are saving in the form of bank deposits, no; but I would like to know what the baby-bond purchases are and what the Postal Savings are.

Mr. OSMERS. You think they might be an attractive investment?

Mr. DANIELS. A great many of those people are paying off debts.

Mr. OSMERS. I know that is true, because presumably the man who migrates to a job has had an unemployment period of some length before he gets the job, and he must have a list of debts to meet when he starts in—installment payments to make, cash loans to repay, and then, of course, he has to buy clothes for his family.

The CHAIRMAN. Thank you very much, Miss Smith.

Now, Mr. Aikman, we will hear from you.

**TESTIMONY OF DUNCAN AIKMAN, NATIONAL CORRESPONDENT
FOR THE NEWSPAPER PM, NEW YORK CITY, N. Y.**

Mr. AIKMAN. My name is Duncan Aikman. I am national correspondent for PM, and I am just returning from a trip all around the country. I traveled about 12,000 miles from coast to coast. I went out through the Middle West first, then out the northern route through Montana and the Dakotas to Seattle, down the coast to Los Angeles,

and back home by way of San Antonio, New Orleans, Miami, and places of that sort.

The CHAIRMAN. For what purpose?

Mr. AIKMAN. I went out not to investigate defense industries primarily, but to find out as much as I could about what is going on in America, and the American psychology during the crisis; how people look at the crisis, their own personal problems and national problems.

I made an effort to talk to all kinds of people all of the time. I do not think I equaled Sam Grafton's record of 50 a day, but I did the best I could, and I found in this question of migration—defense migration, if you like—that it gets back to a very old American mental habit, the thought that if you are in trouble where you are, you had better move. It is a fine old system. Our people came here originally, a great many of them, on that basis; they came here from Europe because of economic disadvantages or troubles, or because of politics, religion, or having to go in the army. And so it has been a practical American prescription for generations; and here we come to the point where everybody, certainly the underprivileged class, and even the skilled working class, has been more or less distressed because of the depression. For the last 10 years people have been looking for a chance to move, and a great many of them did move during the depression. The Okies, of course, in California, are just one example of that.

So, when this defense program came along, and there was an opportunity to get jobs, it stirred up a tremendous enthusiasm. I cannot begin to guess how many, but when I talked to people on the streetcars, or in beer joints, or places where you talk to them in casual conversation, they wanted to know what the chances were here and there, and what I thought about openings. That went for young men and even old men occasionally, who were not interested in moving themselves but who knew other people who would be interested, and they had a tremendous curiosity about openings everywhere. They did not seem to be so much interested in what the living conditions in the camps were, but they seemed to be interested in where they could get jobs, where they could better themselves. At any rate, there was a very great disposition to be on the move.

On the other hand, as I went around and looked at the factories, at the construction jobs, and so forth, I had a sense of people thinking that the frontier is being restored; that is, the opportunities of the frontier are being restored. But it is definitely an artificial frontier, and it is almost funny to see them going dashing around in the same spirit which moved their ancestors to where they will find a 3-month job or a 6-month job or a job for 1 or 2 years, and I found they were desperate enough, so they felt they must do some of this sort of thing.

PEOPLE NOT AWARE OF PROBLEMS

What impressed me most was that none of those people, practically none of those with whom I talked, seemed to have any sense of their own or the country's permanent economic problem, as it may be connected with migration. They were not thinking in terms of the possibility that America is going to become much more static, that the population is not going to keep on growing, that we are not going

to open new lands, we are not going to have opportunities to advance which once came from moving somewhere else. Their main concern was that they were uncertain in the place where they were, in the industrial and economic groups and classes, and they wanted to see how much better they could live through political pressure and other means in the station to which God called them. They were not interested in still believing in the old American dream, that if you would move somewhere you would better yourself and eventually become a greater person than you were in your home community.

I think, when you are talking of planning for the future, that this is perhaps one of the things which a committee of this sort needs to consider more than anything else: How people are going to live in this land when the expansion is over, and when there will be no longer any opportunities for moving from place to place and bettering yourself, and when people will have to make a better living by sharing more of our national wealth than we have ever tried to do before.

The CHAIRMAN. What did you find in regard to the employers? Did they prefer migrants?

Mr. AIKMAN. I think there is a certain class of them; yes. I got that feeling on the Pacific coast, in the airplane factories, especially in the Los Angeles area—not in the Boeing factory, where they have a good union set-up, but in Los Angeles, where they are fighting union recognition and the general tendency seemed to be to take the boys who came in from all over the country, and sometimes those who had taken courses in night schools.

It is true that in part the schools are a racket; on the other hand, some of the boys do get jobs through them. There are a lot of young men here and there who have had training and who go out to the Pacific coast. I found a little school in Helena, Mont., as part of the high school, where they were giving vocational training to airplane people, and apparently it was pretty good, because they were sending boys to Los Angeles, Seattle, and all those places, and they were having pretty good job-getting results. Some of the straw bosses I talked with, and especially the front-office straw bosses, seemed to think that was a very healthy thing—getting young men full of ambition and putting them to work—and I think there was almost an instinctive feeling there was a most wonderful opportunity, for development, of course, in Los Angeles.

The CHAIRMAN. The people you talked to, though, did not take these employments with any intention of permanency, that is, in the States where they had gone into it?

NOT THINKING ABOUT HOME

Mr. AIKMAN. It is hard to tell about that. They look forward to a better stake somewhere. I think they think of it as a chance; they are distressed where they are, and they want to get out from what they have done before.

The CHAIRMAN. What do you think about it? Do you think these people all want to go home when peace comes?

Mr. AIKMAN. No; I do not think most of them are even thinking about it, certainly not the young people.

The CHAIRMAN. I was thinking of what the migrants think about it.

Mr. AIKMAN. That depends, too, on how far they are going. I am referring now to the people who go to Los Angeles from a considerable distance. They are not thinking about home very much; on the other hand, the people connected with their own neighborhoods, who perhaps are moving away for the time being are thinking about going back.

The CHAIRMAN. How do the local community citizens react to the influx of people coming in on defense projects?

Mr. AIKMAN. In some of the small towns in the South, like Anniston, Ala., where Fort McClellan is built, and around Columbus, Ga., I got very much the same impression that you had from Mr. Daniels and Mr. Grafton, that there is a good deal of opposition. But I have not heard thrift being spoken of, except in New England, and that shows what revolutionary times we live in. But in these smaller southern towns they are worried and regard it as a major problem. On the other hand, in Los Angeles and Spokane, there is still the feeling that there are big industrial towns being built and, as far as I could find, they are pretty glad to have them. Los Angeles felt particularly they needed the diversification that industry would bring to them.

The CHAIRMAN. What about the geographical location of the defense plants? Has that caused migration in this country?

Mr. AIKMAN. You mean having so many large airplane factories on the Pacific coast?

The CHAIRMAN. Yes.

Mr. AIKMAN. I think it is causing quite a large migration. These young men, especially, pouring into the airplane plants, think aviation is the industry of the future, and they are a pretty good type; on the whole, I think they are a pretty swell type; they are almost the cream of the migratory group, and they are the fellows who are definitely going out to get jobs in the airplane industry.

The CHAIRMAN. Have you anything to say regarding the health problem?

Mr. AIKMAN. I do not know a great deal about that. As I say, I was not making the type of detailed investigation of defense plants that Mr. Daniels and Mr. Grafton have made, except as I saw these things incidentally out in Anniston, Ala., and I did not get a very clear picture of that.

Mr. OSMERS. I would like to ask one or two questions about the mental attitude of a great many of these people you talked with, because you dealt mainly with the human side rather than with the financial and economic side.

Mr. AIKMAN. Yes.

SECURITY MAIN OBJECTIVE

Mr. OSMERS. The main objective that many of them have is economic security, is it not?

Mr. AIKMAN. Yes; I met a fellow who was just a commuter, commuting over the Georgia line to Anniston, Ala. That man was going about 70 miles every day. He got up at 3:30 in the morning, he told me, and he got home about 7:30 at night, and he got his sleep, dinner, and breakfast in between; he carried his lunch to the job. He was making \$7 a day as a rough carpenter. He had a little farm, and had gotten very much in debt, and he said all he could make for 2 years had been less than \$300 a year, so he was just as happy as he could be, getting seven bucks. He was a family man, had a wife and a couple of children, and he was putting some money aside to pay his old debts. He was a very happy fellow while this thing lasted, but he did not think it would, and he asked me if I knew anything about the Florida conditions. He said he had not been to Florida yet, and he was worried about Anniston blowing up, and if he could get down to Florida, it would not cost him anything because—

Mr. OSMERS. I think undoubtedly the committee, in some of its previous work in the past months, found a tendency on the part of migrants to seek escape from the humdrum conditions which existed where they had previously lived. It was a refreshing and romantic life to hit the road and get away from the installment man, and from making rent payments to the landlord, and all that sort of thing, and to travel in the best American spirit with your troubles behind you and a rosy future. Did you find a lot of that?

Mr. AIKMAN. An awful lot of that, especially among the younger generation. And I went up to Yale a few weeks ago, which is not a migratory production center. But all of those young graduates were crazy about going to South America. I happened to have been there and knew a little about it, so I spent a whole evening bullsessioning with them. All they wanted to know was how to get jobs down there. That is the same thing, but it is on a different economic level.

Mr. OSMERS. But they did not know anything about South America, or anything beyond thinking, if they would go there, that it would be helpful, and they wanted to go there because it was attractive?

Mr. AIKMAN. It was like a new frontier that is now opening, and they were getting away from the humdrum life on graduation.

EXPANSION AT ANNISTON

Mr. SPARKMAN. Mr. Aikman, I was interested in what you had to say about Anniston, Ala. It is not in my district, but very near my district, and I was just wondering if you might expand a little on that. Of course, you know Anniston is the site of a Regular Army post, even during peacetime?

Mr. AIKMAN. Yes.

Mr. SPARKMAN. And they are accustomed to a great number of Army people there all of the time. What expansion did you have in mind?

Mr. AIKMAN. Of course, there is a tremendous expansion of the number of soldiers.

Mr. SPARKMAN. Yes; at the post.

Mr. AIKMAN. From 4,000 to something like 30,000, when they get them all there. And there has been this tremendous housing program, and I have forgotten how many—I was told at one time—but several

thousand people have come there on account of the building operations, particularly people that offer a housing problem. Some of them, I think, did come from somewhere in the neighborhood, but the housing problem had mainly to do with the officers and people around the camp and people who are a little more permanent than the laborers.

Mr. SPARKMAN. I know the War Department officials testified before our Military Affairs Committee that the construction job at Anniston was probably the best in their whole program, and that it had gone off perhaps the most smoothly of all. And I have talked to a great many people living in Anniston, and also a great many people who have worked around there, and a great many from my district who have gone there to work; and I have never run into that before you mentioned it. As a matter of fact, one of their representatives was up here, trying to get other projects, and I just wonder at the cause of the criticism.

Mr. AIKMAN. I talked with some of the people who were worried about it. Perhaps it was not an objection so much as it was worry about the thing. Perhaps I overstated it.

There seems to be a little less friction between the Army and the townspeople, and a little more reasonable view than heretofore.

TESTIMONY OF PARE LORENTZ—Resumed

The CHAIRMAN. Mr. Osmers will proceed with the interrogation of Mr. Lorentz, who has already been called upon informally to participate in our discussion.

Mr. OSMERS. Mr. Lorentz, will you state your full name and your occupation?

Mr. LORENTZ. Mr. Chairman, my name is Pare Lorentz. I am on the editorial staff of McCall's magazine, New York.

Mr. OSMERS. What defense projects have you examined first-hand, Mr. Lorentz?

Mr. LORENTZ. I have been to Camp Blanding and Starke, and briefly at Pensacola, at Alexandria, at Camp Claiborne, at Livingston, and at Beauregard. My particular purpose on this trip was to ask both Army officers and local officials as to general conditions surrounding the camps, with emphasis on what they were going to do this summer when they start maneuvering on the Sabine and Red Rivers.

Mr. OSMERS. I wonder if you would care to make a short statement to the committee. Then we can question you more or less on the basis of that.

Mr. LORENTZ. I will be glad to submit for the record this letter which I addressed to the chairman of the committee last Friday.

(The letter referred to above is as follows:)

McCALL CORPORATION,
McCALL'S MAGAZINE,
New York, March 21, 1941.

Hon. JOHN H. TOLAN,

House of Representatives, Washington, D. C.

DEAR MR. TOLAN: I am sorry that I have not sent you my proposed testimony, but I have been sick in bed the last few days. I fully intend to be in Washington at the Washington Hotel early Monday morning unless I became seriously ill, which I neither hope nor expect to be.

I do not think I should present myself as an informed witness on special migratory problems in specific migratory communities at the present time. However, since 1935 I have traveled a quarter of a million miles in the United States both as a movie-maker for the Government and as an associate editor of McCall's magazine. I have been trying to report on general social and economic problems in the country. I feel the following things are true:

1. The entire country is on wheels. You have a wealthy group in America which in the summer goes to summer resorts in the North or Northwest or Pacific coast vacation areas, and which goes South and Southwest and West in the winter. We have increasing numbers of old people who have retired and who seek out warm weather and cheap living communities in the winter. We have hundreds of youngsters who rove around the country in old cars in the summertime. We have mechanized technological industries that depend on surplus labor working seasonally; for example, the men who work on the lake boats in the summertime and take jobs on the straight line in the automobile industry in the winter.

The migrant is known to the public as a poverty-stricken farmer from Oklahoma, but right now there are men from Georgia working on construction camps in New England, and men from New England working in the piney woods of Florida, Louisiana, and Alabama. The Government realizes that it is increasingly faced with the fact that millions of people are moving across the country and up and down the country in seasons, and that to date it has been spending more time trying to pin these people down and secure them in communities through such devices as farm loans and unemployment compensation rather than accept the philosophy of roving populations and attempt to provide those populations with facilities for education, health, and recreation.

2. The State of New York, and New England in general, do a very good job of taking care of millions of summer vacationers. I feel that it would be simple enough to include in a summer-tourist program the bottom income group of agricultural and industrial workers who move into vacation States along with tourists. For example, Florida is a boom defense State. It also has had this winter its biggest tourist year. However, there is no provision made for the tourist in the low-income group. There is no reason why the Florida Keys should not be made into a national reservation for the purpose of saving the last area of fine game fishing, if for no other reason. Instead of the juke joints, broken-down motor courts, unsanitary tourist camps, and the facilities now available for the people who can't afford \$30-a-day hotel bills, set up regular national parks and national forestry concessions such as we have at Norris Lake, Jacksons Hole, along the shores of Lake Ontario, up at Mount Hood, and at the other very well-known national recreation areas.

3. In the poor districts of the country we have set up trailer health services, with the blood wagons in the Deep South working on venereal disease and the eye doctors who are sent into the remote mountain regions of the South. The trailer doctor should be considered as a logical development of a civilization that is now mobile, instead of the rare example. Therefore, instead of calling the migrant problem an agricultural problem, which should be handled by the Farm Security Administration or some other Department of Agriculture division, it should be considered as a national one. Either this or it should be stated as a philosophy of Government that millions of footloose men and women, and particularly children, eventually will create a citizenry who have no social responsibility, no vote, no civic pride, no roots in any one section of the land, no concern for any particular way of living. If this is the intent of the Government, there will have to be radical measures taken immediately. For example, right now the policy of this Government is to subsidize mechanized farming. First we pay a bonus in the form of parity crop prices to cash-crop farmers. We set up camps for migratory workers to live in so that they could have a minimum of health and housing facilities, but we set them up in areas adjacent to commercial farms. What we should do is pass national legislation forcing these mechanized farms to provide a minimum of housing, health, and recreational facilities for seasonal workers. We have long since set up wage-and-hour and health requirements for mechanized industry and the factory farm should be considered as an industry by the Congress.

4. Various records show that from one-half to two-thirds of the gross income received by agricultural migrants goes into transportation costs. Thus, the second-hand automobiles should be considered an agricultural utility and the Government should make some attempt to see that these roving hordes at least are furnished with jalopies which have been checked by some licensed agency and that migrants are not cheated as they are constantly now.

5. There is a farm-placement service and a reemployment service, but a man traveling through the swamp country of Alabama and Louisiana to California is going to find very few places where he can get accurate information on agricultural or industrial employment. There has been no advertising by the Government of where these places are. Also, there is only one medium of advertising through which you can reach these people, and that is the radio. The city of Syracuse had last year on a local station a very fine employment radio broadcast in which they actually put on the air six men and women every afternoon who outlined their qualifications for employment.

The Government has never used the radio as a utilitarian medium except in times of emergency, such as fires, floods, and drought. We don't even have a Government radio system. The Farm and Home Hour program and the many other Government programs, including the Office of Education broadcast, are all attempts at radio drama. Every little roadside hamburger joint has a radio; so have all the motor courts. It will be perfectly possible to run a State, county, and city employment service at a set 15-minute period all over the United States. If nothing else, you can at least broadcast the location of employment centers.

6. What we need mainly is to take a map of the United States, mark down the routes traveled by all classes of migrants—rich, middle class, and broke. You should set up recreational and housing and health-information centers all along these routes. Instead of classifying the migrant as a peon, he should be treated as a tourist and given the same facilities as a tourist.

7. The immediate situation is a crime and a disgrace in that no provision yet is written into the Government cost-plus contracts for the care of temporary construction workers. The taxpayers are paying for this work, the contractors have made scandalous profits and the people who have to do the work are living like dogs.

Very truly yours,

PARE LORENTZ.

A MOBILE UNITED STATES

MR. LORENTZ. I would like to make one simple statement, Mr. Chairman: I think this committee particularly has seen evidence that the whole country is on wheels. It is not a matter of agricultural migration or defense migration, but that you have a mobile United States, and that you are not faced with a rare example, but you have a million and a half people going into New York State, for instance, in the summer, in the tourist areas, and you have Florida, one of the biggest boom States and one of the big tourist States. You have multiplied problems of all kinds in a State like Florida. I do not think the ordinary individual realizes the extent of the problems involved. The milk is coming from Dallas. And they are going to have to start to get milk from Michigan. Mobile is getting milk from Wisconsin.

You are having a great shifting of the population, and it is all on wheels.

The one place you can find out about it is at the juke joint. There is a big population with no telephone number. There is no place to find out about them. The townspeople do not see them. You can go into Jacksonville and they are not aware of how many hundreds and thousands of those people are camped around there. You would not know how many people there are there unless you located them.

You have no information about them except what is obtained at the juke joints.

I think the Government should use the radio as a part of its equipment in dealing with these people. They should use the radio if for no other reason than to inform them where the health centers and the employment agencies are. I have been driving around these places since 1935, and if I had not been informed in advance I would have a hard time finding any Government agency in these towns. You cannot expect a man driving over the roads of Louisiana and Alabama to know where to find a job.

Mr. OSMERS. You mean the United States Employment Service which Congress established to take care of this problem is leaving its employees in an office on some street known to us, but that their notices are not distributed to places where possible workers are?

ACCESSIBLE OFFICES NEEDED

Mr. LORENTZ. Yes; and I think that is particularly important today, so you will not have to go from Jacksonville to Seattle without seeing a Government sign. I think you can go to every juke joint if you want to find out what is going on in the woods, and that is the only place where you can get that information.

Mr. OSMERS. Would you say it would be advisable for the Government to establish employment offices close to highways, with machinery to serve important areas?

Mr. LORENTZ. I have the specific feeling that we should put those offices where they are reasonably available, and the Public Health Service has the same sort of a problem.

The motor court or temporary juke joint is the source of contact resulting in venereal diseases.

I think you could adopt the idea of the Farm Security transient camps so that the migrants will know where the defense centers are. Many of them are agricultural migrants, and there is no reason why you should not have these offices where they could come and get information.

Mr. OSMERS. Are most of these people from rural areas or from depressed industrial areas?

Mr. LORENTZ. My information tallies exactly with that of Mr. Grafton and Mr. Daniels. I think Mr. Daniels left out one group, the Indians' camps.

Mr. DANIELS. They had Government checks coming in on the first of the month, and there is an enormous number of these people.

For instance the city of Yakima has had its problems, with 20,000 people coming into a town of 23,000. You cannot have 20,000 people living along irrigation ditches without difficulty. You do not have any health checks; you have no possible way of knowing whether they are diseased or not.

Mr. OSMERS. What happens to people who do not get jobs after such a long trek? Do they go along, or do they stay there?

Mr. DANIELS. Some of the youngsters become prostitutes, particularly in the Northwest, where they are a long way from any industrial or agricultural center. In crossing the Cascades, if you go broke you are really broke.

I feel too that it has been the policy of the Government to attempt to take up the aftermath. If you go down in the Okeechobee migrant camp for agricultural labor you find the Government subsidizing some farm families in that field. I think Farm Security is doing a magnificent job in Okeechobee.

You can go into any State, particularly into the national forests, and you can get proper water and a very good camp, very cheap.

I do not agree that it is temporary. It seems to me that Blanding will be in existence for many years. Blanding is a permanent camp. I think that is a national Government area which should be looked after. It is an enormous speculative area, with just one juke-joint block, and the whole place is already a rural slum for miles.

SCHOOL FACILITIES LACKING

Mr. OSMERS. Have you made any observations as to educational facilities?

Mr. LORENTZ. Except for the work of Farm Security, there is none.

Mr. OSMERS. You mentioned the increase at Yakima.

Mr. LORENTZ. Every time they pick the apple crop that goes on.

Mr. OSMERS. I was trying to make a laboratory case of a town where there has been some permanent increase in population.

Mr. LORENTZ. In Bremerton, Wash., they have a problem which sometimes is completely out of hand. You have it in the big automobile centers where men come in in the winter and get part-time jobs.

You have that tendency toward low cost, for instance, in New York State, in the Adirondacks, where a million and a half people come in, where they can get good food, and they are well handled. I do not see why that could not be done as a regular tourist program. We could put up places and run them as they do in the national forests.

Mr. OSMERS. Would you say that employers show a preference for migrants?

Mr. LORENTZ. I have not talked with enough employers to answer that accurately.

Mr. OSMERS. What is your impression of the feeling of the permanent residents of a community toward the migrants?

Mr. LORENTZ. In most of the southern areas they are so glad to have real cash that they do not think of anything beyond that. There has been an enormous pressure put on all facilities. They do not realize that these men are training to be soldiers. They have no knowledge of just what is going on, with 8,000 men coming in a week. They are too busy with the new money coming in.

Mr. DANIELS. Do you not think it makes a considerable difference whether you are a small dealer or a school teacher on salary?

Mr. OSMERS. I wonder whether you have looked over any municipal financial statements, for instance the budget of Bremerton, Wash., as to what this migration has done to the municipal financial structure?

If you move population from one municipality to another, you are transferring the service burden from one to another, and you must be affecting the local tax situation, which is basic, and which we often overlook.

We see that in the case of Jersey City, where people are moving out, and we know what effect that has on the local tax situation. We know what a bad effect it has when all these small communities burst forth.

Mr. LORENTZ. I do not think communities, when one of these big movements comes, have gotten over the first feeling of plenty.

Mr. OSMERS. I am thinking of the police, fire, and school municipal services and their effect on rates.

BREAK-DOWN IN HEALTH SERVICE

Mr. LORENTZ. The main break-down has been in public health. We have gone into tremendous areas which have lacked public health service. We are going into rural areas where they have never had any health program, and where you have the low-income group. I think that is the most immediate and serious problem.

Mr. OSMERS. This is a question which is basic, I think, with respect to decentralization, or the spreading out of industry, and we have a great many opinions on both sides. I think Mr. Daniels expressed the opinion that it was general.

Mr. DANIELS. I think there is an important problem created by decentralization. I think the ultimate results will be less harmful without decentralization.

Mr. OSMERS. We have a great many ghost towns in the United States, from the industrial standpoint. They have streets, sewers, water supply, schools, and everything. They have reasonable public health precautions.

Is it better to go right out into the wilderness, where these problems are going to be multiplied, with no provision for them, with all the conditions which arise from the defense program to create them, or is it better to place these defense industries in existing industrial areas?

Mr. LORENTZ. I feel very strongly about that. I do not agree with Mr. Grafton. I think there is too much of the 1929 crash consciousness, with everybody worrying about what is going to happen afterward. If we want to train half a million men to be pilots, if we can go on the basis of calling men for the Army and appropriating \$7,000,000,000 to help England, I do not think we should worry about building a couple of hundred thousand dollars' worth of houses, wondering whether or not they are going to be permanent. I think you have every plan you need in the Government now, and also in the State planning commissions.

There are too many plans. Take the State of Louisiana, for instance. You know that the people down there do not drink enough milk, and you cannot get enough milk now for the Thirty-fourth Division in Louisiana.

If you decentralize and go down into Louisiana and make a going concern now, you are going to have a lot stronger country in Louisiana.

But if you keep building up dairy farms in Wisconsin, then you will have a worse crash because Louisiana will be worse off than it was and worse off than the industrial areas.

COUNTER ARGUMENTS

Mr. OSMERS. Of course, there are some very strong counter arguments in answer to that argument. Suppose you have an instance where machine tools have been installed, with houses, railroads, and everything else. Then if the machine tools were taken out of that area, which had become industrial, so there was a combination of agriculture and industry, and the men were taken out, then you would have a ghost Middle West because you will have more Detroits and more Pittsburghs. We went through that in 1929 and 1930.

I think if you rehabilitate the areas that need things and that need them now, and bring in some decent housing, then those men may be able to stay there.

You will admit that the Government is not doing that now, that when we go into an area in the South and put up a great industry, we are not looking to the future and locating these workers in such a way that they will become permanent parts of the economy, whether they stop making powder in that town or not.

Mr. LORENTZ. I agree with you. There is a combined project that might work.

Mr. OSMERS. They are living in trailers and tents, and the family structure is breaking down.

Mr. LORENTZ. I think if you gave those communities the money to operate services that they cannot operate now, that is a Federal responsibility. If you put 20,000 men from other cities or other places into one county, that is a Federal responsibility.

If you also find that for 10 years thereafter the development of natural resources would show certain lags, and if in other years many of the lags may be supplied, especially in roads, and that if you build up that community, if it does cost more than under normal times, you have given them a better standard of living in that area. If you reduce their way of living it will cost double.

I think decentralization is not the word; I think it is the matter of getting health and putting up those houses that are needed anyway.

Mr. OSMERS. Of course, your past 5 years have been spent very close to the depressed country areas in the United States. Some of the rest of us have spent the last 5 years very close to the industrial depression areas and large cities where you have had hundreds of thousands of men unemployed for years. Their attitude is that they are normally industrial workers, they live in the city, and they think that industries should be placed there, that they should not be forced to work on the defense program and buy a trailer and bring up their families under those conditions and take their children to some place where there are no schools.

Mr. LORENTZ. Then you are looking technological unemployment in the face. There is no longer any excuse for Pittsburgh or Cleve-

land. They cannot take up their unemployment and still cannot produce any more. You will not make unemployment any better by building another factory.

Mr. OSMERS. I was not referring to the construction of another factory.

EFFECT OF NEW PROCESSES

Mr. LORENTZ. I doubt if you could roll another sheet of steel in Pittsburgh right now. I think you can take the figure of unemployment in production and you will find in Pittsburgh that everything is rolling that can roll, but you still have a great many men out of work.

Mr. OSMERS. Have not some of the new processes effected that?

Mr. LORENTZ. The strip mill has put about 87,000 steel men out of work. You are bringing young men in because you do not need \$25-a-day men running a strip mill.

Mr. OSMERS. You believe if we build plants, say, in Alabama that, theoretically, an unemployed man in Pittsburgh who could not get a job there would then have to ride his jalopy into Louisiana to find a job? How would that help Louisiana?

Mr. LORENTZ. I think you help Louisiana if you faced the fact that no matter what production we go into, in textiles or anything else, we are never going to take up all the unemployment in this country.

Mr. OSMERS. You and I have come to a point where I would go along, so far as building factories in Louisiana is concerned, if Louisiana people are to be employed there.

I question whether the Federal Government should build a factory there, knowing that it will bring more people into Louisiana and that there will be more unemployment; in that case, I question the wisdom of doing that.

Mr. LORENTZ. Do you not feel that this is the difference, that there is a lag of so many services, but that with industry such as dairy products and vegetables—

Mr. OSMERS. But bringing people in from outside Louisiana will only aggravate that problem, will it not?

Mr. LORENTZ. No. Jacksonville, with its \$6,000,000 activity coming in, will permit a lot of people to get minor jobs. I think you will increase enormously the facilities for living which have been lacking in that area. If the tendency is to build a powder plant and bring everything from the North and try to get these industrial areas to supply them, you will find them taking up employment in the industrial areas. If you throw everybody into the industrial areas, you could produce everything you need in existing factories and still have unemployment. If you bring more people in and concentrate them at the plant, that will be a burden on the community.

Mr. OSMERS. The committee, as far as we have gone into the situation, has found the conditions as you state them, and there is no argument about it on any side. I am wondering whether attracting those people from the other parts of America to that location will ultimately help that situation.

Mr. DANIELS. Industrially, you will not very long have to attract people.

Mr. OSMERS. Why?

SOUTHERN LABOR POOL

Mr. DANIELS. Because the labor supply of America, which has been running to Detroit, is all there. The South is the area from which the people have been coming to these industries. If the industry is there, they have to go there.

Mr. OSMERS. If the industry is there, they stay there.

Mr. SPARKMAN. They have gone to take up the slack there, but at the same time there is an increasing pool always developing in industrial areas.

Mr. OSMERS. But instead of merely relieving the existing southern pool of labor, we are increasing the southern pool by attracting other workers there.

Mr. SPARKMAN. I think you are just guessing.

Mr. OSMERS. Every witness has said that people are coming there from all over the United States.

Mr. DANIELS. You run into Virginians in Hartford.

Mr. SPARKMAN. That is a temporary construction program.

Mr. OSMERS. Our problem is the extent to which the Federal Government participates in attracting them.

I think my own State has more contracts in dollar value than any other State in the Union. It has not upset our economy or created a tremendous burden of housing.

Mr. DANIELS. There are some pretty bad conditions in Camden.

Mr. OSMERS. Camden has had it in greater degree than any other city there, but you are on the border of one of the largest cities in America, and you do not have the pressure that you have when you put them out into the woods. You have a million people to draw from, and you have tax ratables to supply the services, and you have real-estate development.

Mr. LORENTZ. Do you not feel that in the Department of Agriculture, with its many millions of dollars, which is a part of the taxpayers' money, you have to get some relation to expenditures? If you would also get railroads and roads by putting up a factory in Georgia and get your medical care, you would have twice the value of your dollars, whereas if you go into a high-tax industrial city with the high living conditions and a high cost for food supply, you still have a county in Georgia opposed to the program.

Mr. OSMERS. You are right up to the point where it helps people in Georgia who are there now.

Mr. LORENTZ. I am going on the theory you do not bring them in and do what they did with T. V. A., that you just do not bring in a factory and plunk it down here; but you are going to have standards, say, of housing, school, and recreation.

Mr. OSMERS. That is a far different thing.

Mr. LORENTZ. What is being done today is too ill-planned, ill-conceived.

Mr. OSMERS. Today it seems to me that those plants are a sort of a grab bag.

Mr. LORENTZ. That is so.

Mr. OSMERS. That is, the Chamber of Commerce of Podunk comes into Washington with its representatives, and they try to get a plant

for that county, and that county may not have anybody to work in the plant, or it may not be the place for it.

Mr. GRAFTON. It seems to me we really have two problems; one is the long-range problem of making the United States of America work, and the other one is the defense program. I would agree with Mr. Lorentz that the United States of America is permanent; but I won't go so far as to say that the defense boom is permanent. What Mr. Lorentz is really trying to point out, I think, is the way of making America work as an entire country, regardless of the defense program, using the impetus given by the defense program to get certain things done which might not otherwise be done.

BEST RESEARCH AGENCIES

Mr. LORENTZ. I really want to say this, that we have the best research agencies in our country of any country in the world, and if you are going into an area in a county, it is silly to ignore the social agencies that already have done work in that county. The Office of Production Management was set up, and Mr. Knudsen knows who makes ring gears, and he knows who makes bolts, and there is no reason why you could not have an executive domestic production office with exactly the same powers for this.

Mr. CURTIS. If you are going to adopt that kind of plan, you have to begin at the beginning and decide, for example, if we want to set up a steel plant in Georgia or Alabama, and you have to decide how much steel they can produce, and not only the question of getting labor on the spot, but what it is going to do afterward to the steel plants of Pittsburgh and Cleveland.

Mr. DANIELS. And what about the tendency to displace a whole industry by that process? If you are going to build plants like those in Pittsburgh in New England, that displacement is not going to stop, and they will build bigger and bigger boom towns.

Mr. GRAFTON. That is right, and if you are going to plan, you have to take into account what that industry has found.

Mr. LORENTZ. But why can we not do it? If nobody spends any more, nobody yet knows what we can produce. I was told no matter what happens we cannot use the textile machinery in America; and even if we could, that we still won't have a complete production in the textile industry. We do not know what we have, and we do not even have the foresight to go out and start to spend and build. We built the Grand Coulee, and no one ever conceived the benefit it would be. I do not think we need any new plans.

Mr. GRAFTON. If we are going to plan in this way we have to plan on a scale never before approached.

Mr. LORENTZ. We have to do that on everything.

Mr. DANIELS. Wall Street, in 1929, had more reasearch on industrial plants of America than was ever known before, but nobody put it together. Washington has all of the information about the country, but we have nobody to put it together. We know we ought to put it together.

Mr. OSMERS. Do you think this planning is bunk? When the defense program first started or, I should say, when the war started

in Europe, and we started to become defense conscious, before it came down on our heads, we did plan, did a lot of thinking and, as the tempo increased and continued to increase, we gave less and less attention to planning, and more and more attention to getting things made.

HOUSING PROVISION OMITTED

Mr. LORENTZ. I think that is just old-fashioned laziness, because, from the very beginning, those contracts have been let on a cost plus basis, and they forgot to put in a provision for essential housing. That was just a mistake. That was a mistake last fall, and here it is March, and Childersburg, Ala., is going through.

Mr. GRAFTON. And you remember the President's first speech proposed a billion dollars and then, 10 days later, 11 billions were added to it.

Mr. LORENTZ. I agree with you, but I think if these problems were known to exist back in November—problems everybody knows about now—I do not think it would have been a matter of programming more and more. There have been many men reporting since 1932 on these problems. I think now we might take some time out and see if the Office of Production Management is being run the best way. I know the common thing is to say, "Let us give it a boost," but you cannot handle matters that way.

Mr. DANIELS. I think there has been considerable progress in handling the workers' problem.

A lag is inevitable, but I do think we are making progress.

Mr. LORENTZ. I do not deny that, but this is a committee on migration, and I think migrants are too much in the public mind, particularly in Oklahoma, in connection with this problem of a roving population. Here you have the biggest problem in the country. If a policy is set down, such as has been set down on prices by Leon Henderson—that is, if the Congress set down a policy of preventing the movement of people into a community which has no centers for the prevention of communicable diseases——

Mr. OSMERS. It will be a problem as in New York, for example, where certain conditions had to be met by the local plant; you have to have an extension of that, you have to have a housing minimum, a health minimum, and so on down the line.

Mr. LORENTZ. If you get Congress to accept the philosophy, you already have the agencies in existence; you have many agencies—the Farm Security, W. P. A., Public Health——

Mr. OSMERS. We have the machinery.

Mr. LORENTZ. All you need is the philosophy to be set. As I say, we have seen all kinds of Government projects in the past; you have fine Forest Service projects, the T. V. A., fine National Parks Service projects, and I do not think it is poor economy.

Mr. GRAFTON. I wrote a short book last year, in which I agree with everything you have said today, and I did agree that the defense program points to a new frontier, and that where it is used to expand economic activity and the rate of production, great public gains come out of that. I still think that ought to be done, but do you not think that has been neglected and that there has been a complete failure on that point, since the beginning of the defense program?

Mr. LORENTZ. I think all the chickens we have have come home to roost. Where we have put out a good public-health program, it is paying a return to date, and naturally you have the same situation here. For instance, you have a wonderful health officer in a southern town and he is handling the problem in his local office, but he may have 20,000 new people come in there, and still he has no authority. And why hasn't he? Because they are still monkeying around there.

RECOVERY OR REFORM

Mr. GRAFTON. Do you not agree that those who want to make this defense program simply a byproduct of our activity have won out, and those who want to make an improvement out of it have lost out?

Mr. LORENTZ. I think the difficulty is to see that naturally we are still in the old fight of recovery or reform all over again. We had that same fight before, when we wanted to get the banks running, and the railroads, and we would never have to worry about reform. That ran on in 1935, 1936, and 1937—the question of whether the Government should help the people, or whether it should maintain the existing status quo and go back to the regular order as fast as possible—and that is still the fight in this country. Some are still for it; some are not. But this defense program is so big that I do not think anybody realizes it. Driving 12 miles through Camp Blanding as I did, it was difficult for me to realize that only a little while ago that land was a strawberry county. If the Army can expand 680 percent and still see that the men have good water and get good medical care, I do not see why the social services cannot do it.

Mr. DANIELS. In connection with the schools, Congress provided \$115,000,000 for 250,000 school children in the defense centers. That is \$460 per year per child—just about four times what the State of New York appropriates. But the military is going to throw all of the money into those spots and neglect the problem which created the fund.

Mr. AIKMAN. If we put out a simple statement that a community was going to establish a new industry, how much time would that take, and how much would that interfere with defense?

Mr. LORENTZ. I would say a lot of time, because, right now, the Army has broken down on road construction. I saw a statement where they are killing a kid about every 4 days. The Army knew they were going to build a camp down there, and we have agencies that know how to build roads. It would have been a lot more efficient if somebody had said, "This agency is in charge of the camp area."

Mr. OSMERS. There is not any doubt that if planning in construction had been done first, you would have eliminated lay-offs from sickness

and the need of fast transportation, and I would say that from the day you got the idea until the day you started producing, you would have speeded up production.

Mr. LORENTZ. You know, when the T. V. A. tried to keep a permanent field force, they kept men to cut trees down and kept them as part of their own staff; they knew the men were going to be there and, since they were going to be there, that they would be permanent.

Mr. DANIELS. Has the T. V. A. broken down at Jefferson City?

Mr. LORENTZ. Well, it still has the machinery to be able to work fast, and it has the schedule.

Mr. GRAFTON. It is all right for little rural sections to have a nice bridge, but where do you go from there? Do you not need an increasing control of your defense program?

OFFICE OF DOMESTIC PRODUCTION

Mr. LORENTZ. I think you should have an office of domestic production, just as well as an office of armament production, and certainly you might have a shoe manufacturer who could work on domestic shoes. All of the known shoe manufacturers are working on Army contracts, and the price of shoes goes up. There are plenty of agencies to look into that, but I think, in expanding this country, you need exactly the same set-up as Knudsen has.

Mr. OSMERS. I do not want to change the course of the conversation but, Mr. Chairman, after all, we have been devoting our attention to this question of migration and its effects, and I do not know whether we can, in a committee of this sort, sort of plan our defense program and how it shall be operated; but I would like to hear the views of these witnesses as to migration and steps to end it. We are talking about the problems that migration creates after migration takes place, and I would like to hear some views on the migration problem itself.

The CHAIRMAN. Miss Smith, would you like to get in a few words at this point?

Miss SMITH. I am not an expert on migration. I went down to Charlestown to find out the effects of migration on the people, and the number of migrants, and I am not up on this.

Mr. OSMERS. Did they all feel after the program was over that they would again migrate?

CONSTRUCTION WORKERS

Miss SMITH. As I said before, many of them I talked to were used to migrating. I think there is a lot of truth in the statement that these people are on wheels and are used to it. They do not like it, but they are used to it.

Mr. OSMERS. The people you specifically referred to are permanent employees of large construction companies?

Miss SMITH. Yes.

Mr. OSMERS. I would not consider them as migrants in the sense of persons who had gone to some place in the hope of finding a

job. That was just their way of life. That would be different from the migrant who goes from Oklahoma to California.

Miss SMITH. I did not talk to enough of the other type; most of the migrants I talked to were skilled workers who were permanently employed, and I think the contractors sent them from job to job, and they were looking forward, when this plant was completed, to moving to some other place.

Mr. OSMERS. And they may move to Seattle, if the firm gets a job there?

Miss SMITH. Yes. None of them came in the hope of getting permanent jobs.

Mr. OSMERS. Do you feel, at the end of the program, we will have a tremendous wave of migration again?

Miss SMITH. As I say, I do not know; I have not studied migratory labor. I think it has been brought out that labor moves; it is moving on wheels, not only farm labor, which started to move many, many years ago; industrial labor is now moving and will be moving in increasing numbers, and the problem has to be tackled on the assumption that labor is moving. In other words, if you cannot figure out a way to stop labor moving, you have to figure out a plan that will eliminate some of the hazards of schooling and community conditions because labor moves. In other words, we cannot stop labor from moving—or can we?

Mr. OSMERS. The question is whether we want to.

Miss SMITH. Either you start with the viewpoint that labor is moving and must be stopped, and then you set up a permanent community planning around that, once it is frozen; or, if you cannot freeze it, then you have to plan according to that fact. In other words, in this Charlestown situation I see no reason why you should build a brand new schoolhouse, or settle down on that, or put money into permanent structures, on the assumption it is going to be a permanent town, because it may not. God knows, this place has no governmental appropriation, no advice, and the help they need, more than anything else, is a sewer system. But the Government is thinking, rather, of building a housing project and giving the town a new school; and from my point of view, it seems to me that that sort of action is based upon the premise that it is a permanent thing, that the labor condition of the town is already frozen, which it is not.

Mr. OSMERS. What are they making at Charlestown?

Miss SMITH. Powder.

The CHAIRMAN. Mr. Aikman, what is your impression? What do you feel will be the conditions in this country at the end of the war, so far as migration is concerned?

MORE PEOPLE "ON WHEELS"

Mr. AIKMAN. I think they are going to be, quite possibly, pretty bad. This same tendency to move around, to look for better pastures, will be strengthened by the fact that a great many more hundreds of thousands and millions of people have been more or less uprooted, and we will have more people on wheels, more people believing they would find a pot of gold at the end of the wheel's turn.

Mr. OSMERS. I think more and more, as we get into this war effort, we are going to find priorities instituted that will stop certain normal peacetime industries.

Mr. AIKMAN. Yes.

Mr. OSMERS. And, of course, when the war ends, the normal peacetime agencies will come back again, so that the people who are rushed to the powder plant in Charlestown will offer to go to the shoe factory in New England, that will now start to make shoes again, and the rush will probably be on up to that point.

Mr. AIKMAN. Some of it will be healthy, of course, and there will be some opportunities for employment; on the other hand, with the number of men being demobilized from the Army and from war industries, I suspect that the demand for jobs will be much bigger than the number of openings.

Mr. OSMERS. What do you think the Government should do against that evil day?

Miss SMITH. That is a rather large question.

Mr. OSMERS. Yes.

Mr. AIKMAN. Another \$7,000,000,000, probably.

Mr. OSMERS. Of course, that in itself will not be the end. We have been in that psychology for a long time but, basically, it cures nothing; it stops the noise, but it does not cure anything.

Mr. AIKMAN. I think we have to plan ahead for a new kind of economic functional machinery, and I have to leave a good deal of that to the technicians, not being an economist; but we have to think in the future of more purchasing power, better distribution system, and less along the line of building profits up at the top, building up savings. This is the old argument of the New Deal. We are not going to make this system function by holding to the method of accumulating large groups of capital in special places. It may be too bad that it won't work, but I do not think it will work. We have to put our thinking on terms of more employment. We have to build statues to people who make more jobs, rather than people who make bigger and better banks. I think Mr. Grafton's bank reaction is a very interesting thought, though. Those fellows' philosophy was to adopt the thrift basis, and now thrift is beginning to give them a pain in the neck and they say "For God's sake, go out and spend it some place; don't give it to me."

Mr. OSMERS. In the course of your travels, did you run up against activities of the United States Employment Office?

Mr. AIKMAN. Not specifically; no.

Mr. OSMERS. Do you feel that is a field where the Federal Government should become increasingly active and more effective?

Mr. AIKMAN. I think any organization that can, by any chance, improve the opportunity for employment, should be busy, and the Federal Government probably has the largest amount of information it can get.

Mr. OSMERS. It does not necessarily, in fact it does not at all, increase the opportunities for the United States Employment Service; but it is, on paper, a great idea to prevent needless migration.

Mr. AIKMAN. Yes.

Mr. OSMERS. We are not trying to prevent men from going from New York to Chicago to get a job, but we would like to prevent men going from New York to Chicago to get nothing.

Mr. AIKMAN. Yes.

Mr. OSMERS. And in some places in the United States the committee has found that the United States Employment Service is doing a great job; in other places that it is not doing a great job, because it is not big enough in relation to the problem. It is just a minor establishment off on some side street in the town, rather than being in the center of things, or it is next door to a juke joint.

RADIO AS EMPLOYMENT MEDIUM

Mr. DANIELS. You have a big personnel problem there, where you have to have the right men to do the job.

Mr. LORENTZ. I think the radio is the right way to get to people, and I think it should be used. Once you get to using it as a matter of course, the trailer houses will listen to the radio. If you used it right in Charlestown, if they had use for construction workers and you would put on a 15-minute broadcast each morning for a week, you would have everybody you wanted.

Mr. OSMERS. But you are likely to run into the very worst type of—I won't say "labor baiting," but of attracting labor—practices that we have been criticizing private employers for. If you put a broadcast on the air that they want construction workers in Charlestown, Charlestown will look something like Brooklyn in 2 days' time.

Mr. LORENTZ. I would put it the other way around. You could certainly break it down into regions for the employment service to work on, and you would have a list, and you would state that so many people are needed, and those are the people you can work on.

Mr. OSMERS. I would like to see the radio used as an instrument to get the fellows in motor courts and juke joints to go to the local construction offices by saying there are jobs here in shipping, or something like that. Then the local employment office could have a quota.

Mr. LORENTZ. That is, the only way is to publicize the work they can get in your area, and that is what they do not know. In town after town, in the rural area, if you could say, "Fifty miles away you can find out something," you could save a man a 1,000-mile trip.

Mr. OSMERS. I wonder whether you feel, Mr. Grafton, that the Government should offer a person a certain security set-up at increased unemployment-compensation rates, so that those who work on purely defense activities, where the industries we know are going to collapse when the thing is over, shall contribute a larger share of their salary, and the employer shall contribute a larger share, so that, when the job is over, they won't have 15 weeks, or something like that, but they may have something like 6 months of a small income to see if they could be transferred from a wartime industry to a possible peacetime industry.

Mr. GRAFTON. I think that would be a splendid thing, because you either have to do it that way, or in the hit-and-miss way.

Mr. OSMERS. And just pay it out of the Treasury?

Mr. GRAFTON. Just pay it out of the Treasury afterwards. I think the fact is that all morning we have been veering around to the larger national question of starting governmental work, and we inevitably talk about the whole economy of the country, and that is a significant question; because I cannot see any difference between the great migrations in this country and the great migrations from Europe a century ago. The people have no place to go. I think the whole thing is an economic problem, and I think the need is to get going straight.

The CHAIRMAN. But when you start to break it down, you get into the health problem, the housing problem, and others, and our whole economy is tied up in this migration problem.

Mr. OSMERS. But you do feel, Mr. Grafton, that consideration should be given to that narrower question of increased unemployment insurance for those working in purely defense activities?

Mr. GRAFTON. Yes, I do; I think special provision should positively be made.

The CHAIRMAN. Is there anything else you gentlemen want to contribute? I want to say to you that we are certainly very grateful to you gentlemen for coming here, and to you, Miss Smith, too, and it has been very interesting to me. Of course, I have lived with this problem for several months now, and have tried to think it out, and the more you study it the more you have to come to the conclusion that it is wrapped up in our whole economy, don't you see; it is connected, directly or indirectly, with every economic dislocation in our national life, so that we have to keep our minds on the main picture and not get off on the side roads too much, because we are still liable to lose sight of what the problem really involves. For instance, there are two approaches to it—the short-term and the long-term approach. The short-term question arises when people hit the road under circumstances over which we have no control, and we must consider how have we been treating them, and how they should be treated. We have been treating them as people who are not our people. When you start out, you are a citizen, under the Constitution, of every State of the Union; but we have not been treating these people that way; we have raised barriers of from 1 year up to 5 years of residence, and we have not given them information. You take the farmer who starts out with his family. He goes down the road, and he does not know where to go to get information, or anything of the kind, and some private employment agency may take his last dollar and shoot him across the State line. By the way, we are going to introduce legislation to correct that—that is, to regulate these contractors for migrant labor, and to require them to register. That is the short-term approach.

The long-term approach is to the matter of resettlement, and I am glad to hear you people say here this morning that this is a national problem. It is the one in which we are deeply concerned, and the one which is neglected. I think it is going to be increasingly serious. Now, we cannot just keep chasing people around the way we have, without striking at the morale of our country, which means our national defense. It simply cannot be done.

Take mechanization alone: Why, 150 years ago, it took 19 farmers to raise enough to feed themselves and one surplus city family.

Mr. DANIELS. Yet the region that is producing the most of your migrants has less machinery than any other.

The CHAIRMAN. Yes. But now, with mechanization, the same people take care of 59.

Let us not try to settle the whole thing now. I just want again to express appreciation of your coming here, and I was thinking this morning, while you were testifying, that it was just too bad we did not have the facilities here for broadcasting.

(Whereupon the committee adjourned until 10 o'clock a. m., Tuesday, March 25, 1941.)

NATIONAL DEFENSE MIGRATION

TUESDAY, MARCH 25, 1941

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE INVESTIGATING
NATIONAL DEFENSE MIGRATION,
Washington, D. C.

The committee met at 10:20 a. m., March 25, 1941, in room 1015 of the New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman), presiding.

Present: Representatives John H. Tolan (chairman), of California; John J. Sparkman, of Alabama; Carl T. Curtis, of Nebraska; Frank C. Osmer, Jr., of New Jersey; and Laurence F. Arnold, of Illinois.

Also present: Robert K. Lamb, chief investigator; Creekmore Fath, acting counsel; John W. Abbott, field investigator, and F. Palmer Weber, research assistant.

TESTIMONY OF C. F. PALMER, COORDINATOR OF DEFENSE HOUSING, DIVISION OF DEFENSE HOUSING COORDINATION IN THE EXECUTIVE OFFICE OF THE PRESIDENT

The CHAIRMAN. It is very nice of you to appear here, Mr. Palmer; we appreciate it. Congressman Sparkman will interrogate you.

Mr. PALMER. Do you think it might be helpful if a statement were given to you first and then questions asked, or would you rather proceed the other way?

Mr. SPARKMAN. I was going to suggest that if you had a prepared statement, you might summarize it for us. For the record, will you state your name, residence, and official capacities?

Mr. PALMER. My name is C. F. Palmer. My position is that of Coordinator of Defense Housing, Division of Defense Housing Coordination in the executive office of the President. My place of residence, for the duration, will be Washington.

Because the matter of defense housing covers so wide a territory, the following statement may be of help. Its purpose is to show, in an orderly fashion, what the field actually is. [Reading:]

In appearing before this committee, my purpose is to enter into a discussion of the extensive problems imposed by the migration of workers, only to the extent that migration is related to the operations of the Division of Defense Housing Coordination. Information upon other aspects of current migration will be given you by Mr. Hinrichs and others. Mr. McNutt, who I understand will follow me, will

undoubtedly give you additional useful information on the general problems involved, based on surveys made by his organization.

The sphere of activity of the Division of Defense Housing Coordination is by no means coextensive with the whole of the migrant problem. In fact, we deal only with that part of the migrant problem which results from the defense program and center our attention on only certain phases of it. Our operations are at present restricted to the purpose of insuring that the defense program is not handicapped by lack of housing.

In the first place, housing must be provided in the vicinity of Military and Naval Establishments for families of permanent personnel in the armed services ordered to those points. The second and more important sphere of our operations is the providing of housing for in-migrant employees. I do not know if anybody in our office coined that word. It sounds like "immigrant." We do not want that. The "in-migrant workers" are workers migrating into an area, as distinguished from "out-migrant" workers.

Where tremendous expansion of employment takes place, as our 1917-18 experience shows, there is danger that the new workers coming into the community to work in the new or expanded industries may be unable to find homes for themselves and their families, or even to find single rooms. This is an obstacle to the recruitment of the necessary defense workers and, consequently, to defense production. It is this obstacle that we are endeavoring to overcome, and which furnishes the main reason for our existence—that is, of the Division of Defense Housing Coordination. This is, of course, in part a problem of migration; but, as I will point out later, there are several classes of migrants connected directly or indirectly with defense activities, for whom we do not now provide housing, though we are fully aware of serious and sometimes deplorable conditions.

BUILDING INDUSTRY'S PROBLEM

Our problem is more than one of migratory population, however. It arises in large part out of the private building industry. Migration of workers to growing centers of industry has long been a characteristic of the American economy. The building boom of the twenties reflected not only this movement but the contemporaneous response of the building industry to the new needs created. The present accelerated migration, unfortunately, comes at a time when the building industry, despite some degree of Government assistance, has scarcely recovered the capacity and willingness to meet normal needs which it lost during the depression years. Thus there is added, to the problem of meeting normal housing needs, the problem of housing the new migrants.

Before entering upon a general discussion of the relation of our program to the entire migration problem, and before outlining for you the manner in which we proceed in the course of our operations, I would like to tell you briefly of the tangible results of our operations to date. This will give you some idea of the magnitude and the general distribution of the housing problem which we are undertaking to solve.

In the first place, I think I should make it clear that the Division of Defense Housing Coordination is not a construction agency. We determine, on the basis of information secured for us, partly through our own staff but largely through a coordinated program of surveys made for us by existing Federal agencies, in what localities and in what quantities additional housing for defense purposes will be required. After determining further what proportion of this housing is likely to be provided by private initiative, we recommend the allocation by the President, from the several funds provided by Congress, of the money necessary for building public housing required in each locality. This money is allocated to the Federal Works Agency, the Navy, the Army, or some other operating agency for construction of the particular project.

It should be noted here that when we recommend a program for a locality in which we expect to rely upon private construction as well as public, our recommendations for private construction are embodied in and approved and published as a part of the over-all program. It should also be noted that the term "locality," as we use it, embodies an industrial area, which may be composed of a number of industrial communities and residential communities within the practicable commuting area. For instance, you will find that the defense activities in Boston, or even in Fall River, affect that whole surrounding area; the Philadelphia Navy Yard affects the Camden district and also the North Paterson district.

As of March 22 a total of 72,803 family dwelling units had been allocated for construction. During the entire year 1940, the housing built with public money comprised 5,045 nonrural dwellings, or a total of 75,000 family units. In the few months that we have been in operation, we have allocated funds for 72,803 dwelling units. These houses are located in 47 States and Territories and 136 localities. Of the total number of units allocated, 46,805 are earmarked for occupancy by civilians and the remaining 25,998 are provided for married non-commissioned officers of the Army and Navy.

You will recall that you gentlemen of Congress voted originally, under Public 781, of the Seventy-sixth Congress, \$100,000,000 exclusively for the Army and Navy. That was followed by \$150,000,000 of the Lanham fund. That is one reason why there is a high proportion—one might say a 1-to-2 proportion—for the enlisted personnel as against the industrial workers. That ratio will change very rapidly, however, as the program expands, with a great deal more housing for industrial workers. In addition to providing shelter for in-migrant families in defense localities, funds for the accommodation of 2,445 single persons have been allocated.

Since the defense-housing program started late last year, construction contracts for 43,357 units have been let, and 3,855 units have been completed. Something over 1,000 a week are now being completed for occupancy and that rate will be accelerated, with a great mass of housing to be completed by midsummer.

TEMPORARY SHELTER

In order to provide shelter for in-migrant workers before the housing units are ready for occupancy, a program of temporary shelter is getting under way. On March 18, the President signed an order releasing funds to purchase trailers to accommodate 2,035 families and for the construction of temporary dormitories to accommodate 2,900 single men employed in defense industries. This need for temporary shelter has come about because of the speed in completing new plants and hiring defense workers, and because of the resultant migration of labor ahead of the original schedule. Sometimes this bulge comes in with an accumulation of labor which migrates into an area before the housing to take care of them can possibly be completed; yet they must be housed, because the plant is ready to function.

The policy of the Division of Defense Housing Coordination is to provide housing of three types: (1) permanent; (2) demountable; (3) portable.

A demountable house is of as high standard as a permanent house, but it has the added feature that it can be moved to another locality.

Permanent housing is constructed in localities where it is believed the units can be absorbed after the defense needs have passed. Demountable housing is constructed in areas where use after the defense period is uncertain. These units have high salvage value. It is hoped that this type of housing will eliminate the ghost towns which were so familiar after the World War.

Portable units are used to meet temporary shelter needs before the permanent or demountable housing program of a locality is complete. Demountable and portable housing is designed to accommodate labor migrating to a community and to adjust the housing situation in a locality when there is outward migration.

The tendency of the housing program has been both to anticipate and follow the labor needs of industry. It is not surprising therefore that over 60 percent of the housing allocated to date is located in the tidewater States of the Atlantic and Pacific. There are several reasons for this, chief among them being (1) the large number of men required by the shipbuilding industry, often in small cities or in remote suburbs of metropolitan areas where existing housing and labor supplies are not adequate; (2) the location of the airplane industry in coastal areas; (3) the great expansion of naval establishments; and (4) the strengthening of coastal defenses by the Army. The greatest number of units—21,453—are being constructed in the South Atlantic States, bordering the Atlantic from Delaware to Florida. Next in order is the Pacific coast region, with 11,829 units.

This, in brief, is the outline of the specific allocations made at our recommendation to date. It does not represent, however, the full extent of our activities, nor does it give an indication of the eventual extent to which the defense housing program may be expanded. Already we are engaged in studies of the need for housing in a great number of additional localities, as well as of the need for additional housing in some of the places for which we have already made allocations.

EMPLOYMENT SURVEYS

One of the first steps we take in our investigation of need in a locality is to ask the Bureau of Employment Security, of the Social Security Board, to conduct a survey of the employment situation in that area. These surveys, concerning which Mr. McNutt will doubtless give you more detailed information, secure data on expected increases in employment within the area, and on the supply of labor locally available and possessing the skills necessary to fill the local job openings or then being trained for these jobs. From these figures are derived estimates of the number of workers it will be necessary to import into the area to meet the industrial needs. In these studies, I might add, we try to have covered not only the labor supply in the individual cities, but the largest practicable commuting area about the centers of defense industry, feeling as we do that all local sources ought to be exhausted before workers are brought in from other areas.

I should like to give at this point an example of the type of labor information which we secure, and of the type of problem with which we are faced, using the city of San Diego, Calif., as the example. San Diego, as you know, is not only the site of an important naval base and the center of several Army activities; it also contains the plants of 4 aircraft companies, largest of which is the main plant of the Consolidated Aircraft Corporation. The report which we have just received indicates that employment in these aircraft plants has risen from 5,000 in January 1940, and 13,000 in October 1940, to 18,000 in February 1941. Two thousand employees were added during the month of January 1941. It is not a large city, either, as you know. Furthermore, there will be 22,000 more taken on by the manufacturing industries in San Diego by February 1942.

The CHAIRMAN. What is the population of San Diego normally?

Mr. PALMER. The actual census is less than 300,000, I believe. Of these additional 22,000 men to be employed by February next, the supply of local unemployed labor and of potential trainees is expected to furnish a maximum of 5,000 workers, leaving 17,000 aircraft and other manufacturing workers to be imported into the San Diego area. Fifty percent of these, it is expected, will come from the Middle West and the Eastern States where the companies are already engaged in recruiting labor of the types desired. It has been estimated that the population of San Diego increased 30,000 between April 1940 and the end of the year. This increase includes some 4,000 construction workers who have come into the city, most of whom are expected to leave when construction operations now under way are completed.

To meet the need which this great population influx presents, private builders have constructed over 3,000 dwellings in the San Diego area during the past year; but, as is obvious, this is not sufficient. To date, we have recommended the allocation of funds for the construction of 3,000 dwellings for aircraft workers and 1,200 for the families of Navy personnel, in addition to 750 accommodations for single men. During the last 10 days we have also recommended allocations for 1,000 demountable dormitory units for single civilian workers and for 500 trailers to accommodate families of workers in the airplane industry.

You can see what a large program that is. Those facilities alone would house a very sizable population in a town; in just one area alone, there will be a concentration between a satellite or quasi-satellite town and Fonda Mesa that will house about 12,000 people. The new report which we have just received confirms our previous belief that the situation in San Diego must be reconsidered and perhaps additional housing provided if new funds are made available by Congress.

GEOGRAPHICAL DISTRIBUTION

To date we have requested labor surveys similar to that for San Diego in approximately 150 localities—localities in which reported plant expansions or defense contracts are sufficiently large in volume to indicate a potential importation of workers and a resulting shortage of housing. Only 10 percent of these localities are primarily military or naval centers; the remaining 90 percent are industrial, engaged in the production of ships, airplanes, munitions, steel, and similar products essential to defense. Of the 150 localities, it is interesting to note that 48 are located in the Atlantic Coastal States from New York to Virginia, 18 in the New England States, and 43 in the 5 Midwestern States bordering the Great Lakes. In the remaining 30 Southern and Western States the number of localities represented in the present list of critical industrial areas is relatively small—40 in all—but some of them, because of the size of the defense activity in relation to available local labor supplies, are among our most serious problems.

There again you get back to San Diego which, parenthetically, might be called almost a second Federal city, because the land to be occupied by Federal industries will be Federally owned. This materially affects the taxing sources of the State.

This list of localities for which we have requested labor surveys does not indicate the full extent of the migration problem, however. It is confined for the most part to the larger industrial cities, which are the first to feel the impact of primary defense contracts, and to smaller cities which are chosen as locations for large new aircraft and powder plants, and shipyards.

New centers of industrial activity are constantly being brought to our attention as new contracts for defense materials are awarded, new plants placed under construction, and the volume of subcontract activity increases. I know one contractor in Detroit who is dealing with over 76 subcontractors, giving some of them such a great volume that the secondary impact on the program through this subcontract system is materially affecting the housing needs in remote localities. Nor have we as yet requested labor surveys for more than a handful of the towns near the new training camps and air fields throughout the country, concentrated largely in the South and West. We will soon complete arrangements for making these surveys, which we have heretofore deferred because of the great number of more urgent situations in industrial areas to be covered, and because of the different nature of the problems involved in military centers.

In some of the localities, of course, the labor surveys will doubtless indicate that no housing problem will be experienced. However, it would not surprise me if within the next year it should become neces-

sary for us to allocate funds for the provision of defense housing in as many as 200 to 250 localities, including those where military establishments are located and those for which some housing has already been provided. (And we must remember, gentlemen, that the impact of the lease-lend bill has not even been felt yet.) In addition, perhaps 50 to 100 localities will experience problems of inward migration which will not be of sufficient extent to warrant provision for additional housing, or will be of a type for which the provision of housing will be outside the sphere of this Division's operations as presently constituted.

In many and perhaps in most of the localities for which we provide housing, we shall not be able, under existing conditions, to provide the various kinds of housing which may be needed by in-migrants of all types. For example, if the defense industry is superimposed upon the present automobile industry of Detroit, the repercussions on the outside areas, even as far removed as Ypsilanti, will be such that thousands and thousands of houses of some type or other will be necessary to approach a solution of the problem. It is now estimated that over 120,000 new workers, without their corollaries, would have to come into that area. The total volume of migration will obviously be not only at least as great as the number of dwellings we have provided and are authorized under present legislation to provide, but it will in all likelihood be considerably, perhaps several times, greater.

TYPES OF RESTRICTIONS

The effective restrictions upon the sphere of our operations, to which I have previously alluded, are of several types. It should be remembered that our primary purpose is to provide homes for workers in defense industries, and to satisfy the demands of the military services for housing for the families of their personnel. The provisions of housing for in-migrant workers engaged in servicing the increased population of the city does not at present come within the sphere of our activities, nor are we, obviously, providing housing for persons who come into the city with the hope of finding employment and remain there, wholly or partially unemployed. Insofar as in-migrants of the latter two classes compete with defense workers for housing in industrial localities, it is necessary for us to take these problems into consideration and to provide, for defense workers threatened with displacement by these other in-migrants, some housing in addition to that which we might otherwise furnish.

During a peak of construction activity, however, such as was referred to yesterday—at Charlestown, Ind.—it would be impracticable to try to house those people. There they are building a \$72,000,000 plant, over a period of about 90 days. In cases of that kind provision for the workers is primarily the obligation of the contractor himself.

The exact extent of this secondary migration we have not as yet been able to determine, but certain special types of surveys, now being made on an experimental basis by the Work Projects Administration, may furnish us with information bearing on this problem. We are at least fully aware of, and sympathetic with, the problems of the people who come into these communities, and it may well be that in

the future, as the nature and extent of these problems become clearer, we will take steps to cope with them more fully.

FAMILIES OF ENLISTED PERSONNEL

Another class of in-migrants for whom our program does not provide under existing authorizations includes persons indirectly attached or attracted to Military Establishments other than permanent reservations and bases. These include not only the increased population engaged in retail and service activities in the areas concerned, and persons who migrate thereto in search of employment, but also the families and friends of enlisted personnel, for whom the War Department does not feel obligated to provide housing.

We have gone into the problem very carefully in these temporary areas where men are established for only a year under the selective service. Army officials properly feel there is no more reason to provide housing in that area for the family of an officer called there to duty than there would be to tow along some boats in back of the warships to take the families of the naval officers when they go on sea duty. So they are discouraging such requests in order to try to anticipate and prevent housing shortages. Up to the present time, the War Department has requested housing only for the wives and children of its permanent noncommissioned officers who do not wish to be separated from their families, and also for some of the families of civilian workers employed at the posts. The families of permanent commissioned officers have been left to find their own housing, although recent discussions with the military services suggest that housing for this class of personnel presents a serious problem. It may enter into our program in the future in situations involving permanent location.

It has also been a settled Army policy to discourage residence near the post of relatives or friends of National Guard officers and men, and of draftees and other enlisted men of the lower grades in the Regular Army. No housing is provided for these groups. In so far as persons in these classifications move into the neighborhood of the Army and Navy establishments, they sharply intensify, if only temporarily, the existing shortages of housing and pose a problem for which no solution has yet been determined.

Mention should be made at this point of the problem of housing workers engaged in the construction of new plants and military posts. We have generally taken the position that the housing requirement for such of those workers as do not live within commuting distance is of too temporary a nature to fall within our program. Furthermore, construction workers are accustomed to commuting long distances to their work and to living temporarily apart from their families in such quarters as they may find near the site. Also, where an extraordinary need exists, some responsibility devolves upon the contractor to provide temporary housing, and in many instances such housing is provided in that way. Thus, except when dormitories or temporary shelter provided for permanent workers has become available while construction was still in progress, we

have not provided housing for construction employees, although they doubtless form a part of the migration problem.

OTHER APPROACHES

Before concluding my remarks this morning, I should like to point out that the Division of Defense Housing Coordination is attacking the problem of providing housing for defense workers from other approaches than merely the provision of public housing. We not only attempt to stimulate new private construction activity in defense areas, but we also make some effort to hold down the volume of migration. The F. H. A. surveys over a period of 7 months show an expansion of construction which in some places has risen as high as 280 percent above corresponding figures of a year ago. For that 7-month period in these defense areas, the total number of dwellings increased, compared with the corresponding period of last year, from 69,000 to 88,000—an increase of over 29 percent.

With the help that comes from knowing what to expect from public housing when the program is actually planned and then adhered to, our policy of not providing housing for nondefense migrants might itself be considered a step to discourage unnecessary migration; but we also exercise some positive influence in this connection. For example, when new plants are proposed, we make recommendations regarding the desirability of the various proposed locations from the standpoint of the availability of housing. We also, when the occasion demands, take steps to inquire into local transportation facilities and to recommend such improvements in transportation as may be necessary to broaden the practical commuting area and thus relieve the urgency of housing requirements within the immediate vicinity.

There again Charlestown, Ind., is a good example. Six trains carry a thousand men back and forth to avoid aggravating the congestion in areas of poor housing. The same thing is taking place at Radford, Va.

In order to help incoming defense workers find living accommodations, we are assisting local groups in the organization of homes registration offices in cities affected by the defense program. These offices will locate and list all existing vacancies and refer applicants to them. They will encourage the improvement of poor dwellings and in some instances encourage property owners to make additional family dwellings available by the conversion of large dwellings into smaller units and to make unused rooms available for rental. It is also the general policy of this division to stimulate private construction of new dwellings in localities where private housing is likely to meet a substantial part of the need. [Reading ends.]

That, in general, gives you the basis of our procedure and I would be glad to withdraw now in favor of Governor McNutt and then, if you wish, to answer questions later.

The CHAIRMAN. Yes; we would like to have you remain, because that is a very interesting statement, and the committee may wish to interrogate you further.

Mr. PALMER. Here is, also, a list of the areas in which we are requesting a labor survey.

(The list referred to is as follows:)

LIST OF LOCALITIES FOR WHICH LABOR SURVEYS HAVE BEEN REQUESTED BY THE
DIVISION OF DEFENSE HOUSING COORDINATION

NEW ENGLAND REGION

Maine:	Connecticut:
Bath.	Bridgeport.
Portland area.	Bristol.
New Hampshire: Portsmouth.	Hartford area.
Vermont: Springfield.	Meriden.
Massachusetts:	New Britain.
Boston area.	New Haven.
Greenfield.	New London area.
Worcester.	Stamford.
Rhode Island:	Waterbury.
Newport.	
Quonset Point.	

MIDDLE ATLANTIC STATES REGION

New York:	Pennsylvania—Continued.
Albany-Schenectady-Troy area.	Delaware County.
Bethpage-Farmingdale area.	Ellwood City.
Binghamton.	Erie.
Buffalo area.	Harrisburg area.
Elmira.	Hatboro.
Jamestown.	Norristown-Conshohocken area.
Massena.	Philadelphia.
Rochester.	Reading.
Sidney.	Titusville.
Staten Island-Bayonne area.	Warren-Irvine area.
Syracuse.	Williamsport.
Utica.	York.
Watertown.	Delaware: Wilmington.
New Jersey:	District of Columbia: Washington area.
Camden.	Maryland:
Dover area.	Baltimore area.
Kearny area.	Elkton.
Paterson area.	Hagerstown.
Trenton.	Virginia:
Pennsylvania:	Newport News area.
Allegheny County area.	Norfolk-Portsmouth area.
Allentown-Bethlehem area.	Radford-Pulaski area.
Beaver County.	West Virginia:
Berwick.	Charleston area.
Bristol.	Morgantown.
Coatesville.	Point Pleasant.
Corry.	

GREAT LAKES STATES REGION

Ohio:	Ohio—Continued.
Akron area.	Steubenville-Weirton area.
Canton-Massillon area.	Youngstown area.
Cincinnati area.	Indiana:
Cleveland area.	Charlestown.
Columbus.	Evansville.
Dayton.	Fort Wayne.
Ravenna-Warren area.	Indianapolis.
Sandusky.	LaPorte-Kingsbury area.
Springfield.	Madison.
	South Bend.

Illinois:

Alton area.
Chicago area.
East St. Louis area.
Harvey.
Joliet-Wilmington area.
Rockford.
Rock Island area.
Savanna.
Waukegan-North Chicago area.

Michigan:

Battle Creek.
Bay City-Midland.
Detroit area.
Flint.

Michigan—Continued.

Jackson.
Muskegon.
Niles-Buchanan.
Pontiac.
Saginaw.
Ypsilanti-Chelsea area.

Wisconsin:

Beloit.
Kenosha.
Manitowoc.
Milwaukee area.
Oshkosh.
Racine.

SOUTHEASTERN STATES

North Carolina:

Henderson.
Wilmington.

Georgia: Macon.

Florida:

Jacksonville.
Pensacola.
Tampa.

Kentucky:

Henderson.
Louisville.

Mississippi: Pascagoula.

Tennessee:

Knoxville.
Memphis.
Milan-Humboldt.
Nashville.

Alabama:

Birmingham.
Childersburg.
Gadsden.
Mobile area.
Muscle Shoals area.

SOUTHWESTERN AND PLAINS STATES

Iowa: Burlington.

Missouri:

Kansas City area.
St. Louis area.

Nebraska: Omaha.

Kansas: Wichita.

Arkansas: Little Rock.

Oklahoma: Tulsa.

Texas:

Dallas.
Dumas.
Fort Worth.
Freeport.
Galveston.
Houston.
Orange area.

MOUNTAIN AND PACIFIC STATES

Colorado: Denver.

Utah: Ogden.

Washington:

Bremerton.
Seattle.

Oregon: Portland.

California:

Los Angeles area.
San Diego.
San Francisco area.
Vallejo.

TESTIMONY OF HON. PAUL V. McNUTT, ADMINISTRATOR, FEDERAL SECURITY AGENCY, WASHINGTON, D. C.

The CHAIRMAN. We will now hear Hon. Paul V. McNutt, Administrator, Federal Security Agency and Coordinator of Health and Welfare Activities for the Defense Commission.

Now, Governor, I have read your statement. It is a very valuable contribution and we have broken it down into questions, but probably you would rather proceed in your own way and make a

statement first, and then we will ask you a few questions later.

Mr. McNUTT. I think perhaps that is better. [Reading:]

The defense effort will greatly speed up the mobility of labor. The labor problems associated with defense are largely those of a wholesale retraining and wholesale relocation of the working population. The trek to industrial centers will be as large as—if not larger than—those during the boom of World War No. 1 and during the latter part of the 1920's. The programs of civil defense which I have been asked to coordinate will vary in intensity from one community to another in proportion to the amount of "bulge" in the population; hence we are actively interested in these defense migrations.

The picture will be more exact if I describe briefly the main types of movement which are now occurring:

First: Over a million soldiers have been placed in camps. This number will grow, and sailors are also concentrated around naval bases. While military concentration is not usually looked on as migration, it raises some of the same problems which occur because of the normal movement of civilians. Again, some of the men of the armed forces will move their families with them, and this swells the size of the population of nearby communities.

Second: There is the movement of a large number of construction workers who are building these new camps and new factories. This will be an impermanent movement. When the facilities are built, the construction workers will either have to find another job in the community or shift to another area. Nearly 700,000 workers will be engaged in construction next month at the peak of the construction program under present contracts. If no new facilities or barracks are started, this number will dwindle rapidly to under 200,000 by December. Thus, nearly half a million workers will have to shift their jobs or their residence.

This construction is accomplished in part by commuting workers who do not change their residence but who bring especial problems of approach highways, eating facilities, and sanitation. The construction at Charlestown, Ind., is being accomplished in part by running a number of commuters' trains out of Louisville. Camp Blanding, in Florida, is partially manned by commuters from Jacksonville, and I understand that busses are running to Fort Bragg at Fayetteville, N. C., from 60 and 70 miles, transporting workers back and forth daily.

The third type of migration will be into industrial centers which were large to begin with. The idle machines of Detroit, Chicago, and Pittsburgh have begun to hum again and are tended partially by the local unemployed and partially by the newcomers from surrounding areas.

The fourth type of migration occurs where a new plant is built or an existing plant greatly enlarged in a community which was small to begin with. Radford, Va., and Charlestown, Ind., are frequently cited as examples of this. In these communities, the original small population which was there will be increased manyfold and community facilities will have to be built practically from the ground up.

USELESS MIGRATION

Finally, there is much useless migration. When there are hordes of unemployed and hordes whose earnings are inadequate to support a family, such as there have been during the depression, there are thousands who will move at the slightest prospect of improving their lot. They cannot be blamed for wanting to try their luck somewhere else. This results in an oversupply in many localities. The rumor gets around that jobs are opening up in a certain town and overnight the hopeful applicants flock in. Those who come too late and those who are not qualified for the jobs to be done are disappointed and have to drift on or become a charge on the community.

A few weeks ago a certain Midwest corporation was awarded a defense contract by the Government. Only a few of the several thousand skilled craftsmen who would be needed were available locally. But the management was informed that the United States Employment Service, through its interstate clearance system, could recruit them all over the country—wherever there were more such workers than jobs.

The offer was accepted—with reservations. The United States Employment Service could help if it wanted to. But the management had always been able to find workers for itself and, it thought, it would continue to do so. And so, want ads, handbills, scattered over several States, labor contractors, labor scouts—the whole battery of old-time methods, all the “many are called but few are chosen” methods of getting workers—were set in motion by the company.

The results were immediate and overwhelming. Thousands of applicants stormed the company's employment office—too many thousands. There were three or four applicants for every job. Many were turned away for lack of training and experience. Most of the disappointed ones were broke; many had brought their families; all were camped amid unspeakable conditions around a community having only meager accommodations for transients.

DISTRIBUTION OF CONTRACTS AND LABOR

It will interest the committee to get a broad picture of the distribution of defense contracts and the distribution of available labor. If we assume a 5,000,000 increase in employment distributed between regions as the defense contracts are now distributed, we see that the contracts and the labor supply are not in the same areas. The following is the result:

Northeast—defense employment, 2,355,000; labor supply, 3,074,000; Lake States—defense employment, 770,000; labor supply, 2,688,000.

South and Southwest—defense employment, 985,000; labor supply, 2,560,000.

Pacific and Mountain—defense employment, 890,000; labor supply, 907,000.

Thus, it appears that these regions may have within themselves a sufficient gross labor supply to take care of employment expansion up to 5,000,000 jobs. While this does not indicate the need for much long-range migration except in highly skilled trades, there will be

intense and rapid short-range movements. The defense program is highly concentrated in certain communities and in certain industries.

I am filing for the record a statement prepared by the Bureau of Employment Security of the Social Security Board covering this point more in detail. Your committee has before it, I understand, a list of 20 defense centers in which 73 percent of the primary contracts have been located. I am informed by the W. P. A. that only 19 percent of the W. P. A. employment last December was in these areas. In addition to these industrial areas, there are 20 or 25 camps which will include a large proportion of the armed forces. This gives you an idea of the great concentration of defense activity. It is this concentration which will be responsible for many of the major problems which would not be so acute if the employment were spread evenly over the country.

The occupational concentration of the defense program and the fact that such a large proportion of the labor required has to be skilled labor will require the movement of skilled laborers from wherever they can be found to the expanding plants. This places extremely important responsibilities upon the training programs which are operated by the Civilian Conservation Corps, National Youth Administration, Office of Education, and by industry itself. Besides the apprenticeship and training courses within industry which do not call for migration, the vocational schools are attempting, in cooperation with the Employment Service, to meet the needs of the major industrial areas by training in surrounding territory. Refresher courses are given for people whose skills have become rusty, and inexperienced youths are offered elementary vocational work and work experience in the work program of the National Youth Administration. Since a large proportion of the unemployed and under-employed labor force is in farm and village families, the adjustment of the labor supply to demand will call for a large amount of rural-urban migration. Especial effort is therefore being made to extend training facilities to rural areas. In view of this need, the National Youth Administration is establishing 1,000 rural workshops where farm and village boys can receive instruction in the use of materials and tools and some experience in handling power machinery.

Civilian defense means that we must develop all the abilities which we have and be willing to go wherever those talents can be most useful. We just don't have the people now with the right skills in the right place.

The Employment Service, operating in all of the States, has been designated by the Defense Commission as the agency for getting men and jobs together, and we feel that it is a piece of machinery which can keep down much of the useless migration if workers and employers will cooperate in the use of its facilities. They are keeping especial check on the supply of workers in occupations especially useful to defense and in areas of defense concentration, they are endeavoring to forecast through especial employer reports the needs 60 days ahead. There are some 500 of these essential defense occupations on which they make a monthly report, and, according to the last report, in 100 of these occupations there were less than 25 registered applicants.

SOCIAL PROBLEMS

These various types of migration cause a wide range of social problems in the communities to which the people go, the acuteness of the problem depending on the ratio of new activity to normal activity in the area. Mr. Charles P. Taft, of my staff, has placed before the Committee on Public Buildings and Grounds of the House of Representatives on March 4 a statement as to community facilities in those areas where there exists or impends such an acute shortage of such facilities as to impede essential national-defense activities.

Manifestly, it is of great concern to the National Government that the morale of the armed forces and civilian workers should be safeguarded by assuring them that the health, educational, and recreational needs of their families will not be neglected. There is also a Federal financial responsibility, since much of this emergency migration is not permanent and local communities therefore do not feel justified in making capital outlays for permanent facilities. Again, the local communities are subject to legal restrictions as to bonded indebtedness and taxing powers which often hamper their ability to support emergency expansion of institutions.

Subject to these handicaps; we are asking local defense communities to do what they can in the way of provision for defense migrants. Over and above that, we believe that the Federal Government should guarantee adequate services and protection for the families of those who will furnish the manpower for defense.

HEALTH PROTECTION

Such concentrated movements bring with them grave health problems. I am filing for the record a summary of the report of the study made by the Public Health Service as to the public-health requirements of some of these communities and also individual reports on a number of these communities.

Among the most important problems of national defense are those involving protection of the public health. Migratory movements and new concentrations of large numbers of persons require certain community facilities and services without which there is the constant danger of disease outbreaks. The health problems created by such rapid community expansion include the development of an adequate and safe public water supply, sewer system, garbage collection and disposal facilities, pasteurized milk supply, and hospital and clinical facilities. In many instances malaria and rodent-control measures will be required. In almost every case it will be necessary to provide additional personnel for organized health work, either by increasing the staffs of existing health departments or by establishing completely new organizations where there is none at present.

Because of their rugged pioneering characteristics, the defense migrants have for the most part accepted the fact that the course of their lives is to be greatly altered and that living conditions are likely to be rather difficult. They now are improvising ways of meeting these new conditions and will continue to do so. Unfortunately, however, such admirable efforts by individuals seldom result in sanitary facilities

which are satisfactory from the community standpoint and can be at best only substitutes for public systems. Improper methods of garbage and excreta disposal and unprotected wells are potentially dangerous in strictly rural areas, but in centers of population they are definite menaces to the public health.

Some of these communities have facilities which are fairly adequate for the existing populations but which would be wholly inadequate for even a small population increase of 10 or 25 percent. Other communities are completely lacking in public sanitary and hospital facilities. The typical town which will receive the influx of civilians incident to the defense program has, in the past, been dependent upon the State and Federal Governments for assistance in providing the normal necessary community health facilities. Now that the town is to receive an increase which is several times its original population, it seems obvious that even more State and Federal assistance will be necessary. Prompt and careful planning, supervision, and financial assistance are imperative if such communities are to be suitable for human habitation when completed.

The description of an actual situation may best demonstrate the seriousness of this problem and the urgent need for prompt action. A southern town of 500 is expected to attain a population of at least 5,000 as a result of a nearby military establishment with an aggregate military strength of 13,000 men. The municipality concerned has a public well-water supply inadequate for its normal population of 500. There is no sewer system whatever. The present milk supply is derived from several small individual dairies in and about the town. There is no pasteurized milk available in the area. Extensive mosquito-control work will be necessary if malaria both inside and outside the military reservation is to be prevented. There are no hospital facilities within a distance of 40 miles. Expansion of the present water supply, construction of a sewer system and sewage-treatment plant, extensive mosquito-control measures, construction of a small hospital and out-patient clinic, and the possible construction of a milk-pasteurization plant will be minimum requirements for the protection of the health of the people in this community.

Situations similar to this, and in some cases even more serious, may be observed in many defense areas throughout the Nation.

I am informed by the Surgeon General of the United States Public Health Service, who has just returned from a study of civilian health measures in England, that he visited air-raid shelters, good and bad, in a number of English cities and that their sanitary conditions were not half as bad as those in some of our boom towns.

EDUCATION

I have spoken of the especial responsibilities thrown on the vocational-training program by the need for defense skills. In expanded communities the normal public-school facilities will also be greatly taxed. I am filing for your record a summary of a report made by the Commissioner of Education at the direction of Senate Resolution 324, dated October 9, 1940, which directed the Secretary of the Navy and the Secretary of War "to make a full and complete study and

investigation of all school facilities at or near navy yards, Army and naval reservations, and bases at which housing programs for defense workers are being carried out or are contemplated."

This survey has been transmitted by me to the Secretaries of War and Navy and by them to the Congress. It sets out the needs of these communities as reported by the State departments of education, but since the defense program is constantly expanding, new communities will come into the picture, so this survey is only an estimate of the ultimate needs which must be met if the children of our armed forces and of industrial workers are to be educated. And nothing will undermine their morale more than the feeling that their families are not properly provided for on the home front.

SUMMARY OF FINDINGS

The following brief summary indicates the conditions found in this investigation:

Reports to the Office of Education point out that, with few exceptions, housing programs for defense workers necessitate additional school facilities. In most local areas affected to an appreciable extent by defense activities, the need for housing (family dwelling) units has been recognized. The influx of personnel connected with (and to be connected with) these activities is, according to the estimates submitted, generally expected to bring into these areas more children of school age than can be accommodated by existing school facilities. The exceptions noted are that several of the large city school systems can accommodate in existing school buildings additional pupils expected.

Local school administrative units in the defense areas are faced with the problem of providing school-building facilities and teachers for a large number of additional children of school age without the authority to obtain through regular channels additional funds for these needs. Some of these units find themselves with a decrease in assessed valuations of property.

(a) *Capital outlay*.—Information reflecting financial ability of local school administrative units in these areas indicates that in the main these units, because of existing legal limitations on bonded indebtedness for school purposes, cannot provide funds for capital-outlay purposes. It is common practice to derive funds for capital-outlay through the issuance of bonds by local school administrative units. These units must conform to limitations regarding maximum bonded indebtedness that may be incurred for school purposes and to the maximum local tax on property that may be levied for interest on and redemption of such bonded debt.

(b) *Current expense*.—Individual area reports show that in most cases local school administrative units involved find it impossible to obtain additional funds for current expenses. These local school units generally must conform to legal limitations regarding the local tax rate that may be levied for current expense for public schools. Obviously a reduction in the property subject to taxation within a local school unit reduces the income of that unit. This results when property is acquired by the Federal Government. Furthermore,

local school administrative units must conform to stipulated budgetary procedures. These procedures prevent local units from increasing their respective budgets after a date fixed by law. In some instances public-school authorities have no recourse in the matter of obtaining increased local funds because the additional children live on property of the Federal Government or of a private industrial concern not a part of but adjoining the local school administrative unit involved.

Another branch of our responsibility is for recreation and leisure-time activities. Recreation is an essential life activity. It is essential to personal growth, social adjustment, and strong bodies and minds. It is of especial importance in just such situations as these created by large migrations of individuals and family groups with accompanying personal strains and dislocations.

The minimum program for leisure time activities for service men is not complicated. These boys are away from home with its normal habits and the ordinary activities and resources of the home town. Our objective is to bring just as much of the atmosphere of the home town and its guiding influence as possible.

The boys in uniform in the evening and week ends in the normal course of events go to town.

I can tell you, frankly, you can have the best recreational facilities in the world, and the best shows in the world, inside of the camp; but give the soldier a chance to leave the camp, and he will leave. That is just a part of his psychology of life. At first, even where Army posts and naval stations have been in the vicinity, the community is not ready to receive them. Ordinary washroom facilities are lacking, and there is no place but the streets to loaf. Obviously there are even less desirable commercialized influences. There is not at first any place for the boy's family and friends to meet him or even to find out simple information about rooms, places to eat, and so forth.

It takes a really organized campaign to secure for the boys home hospitality and the normal social contacts with decent girls.

COMMUNITY CENTERS NEEDED

All this needs to head up in a service club or community center. Some cities like Louisville have a club building now in financial difficulties, which can be taken over and operated by the city. Others, like Columbus, Ga., have supported a particular private agency in the operation of a large rented building. In others, the Knights of Columbus and the Jewish Welfare Board have been giving partial service in rented or other quarters.

But, generally speaking, there is pressing need, growing every hour as the Army increases, for rented and constructed quarters to serve this purpose, and local resources cannot supply most of them.

There is pressing need in some places for sleeping accommodations for men in uniform, at least until the community has grown up to itself. Miscellaneous facilities of other kinds may prove essential.

I would refer especially to the needs also at distant points—in Alaska, Hawaii, the Philippines, the Canal Zone, the new island bases, Puerto Rico, and Cuba.

Altogether, there are over 100 places, surrounded by over 200 communities, where we believe some buildings will be needed.

A different kind of problem is presented by the new industrial towns, as well as by suddenly expanded industry in older towns. Normal recreation expression is particularly important for the workers themselves and their wives and children. Studies indicate that large numbers of these new industrial workers are unattached younger men and younger women. The industrial concerns should accept responsibility for the same recreation services to these new workers as many concerns now accept further normal working forces. However, there would still be need for normal community recreation activities in addition to those conducted on company property adjacent to company plants.

As in the Army, this is the same situation. A man in the service does not want to stay on the reservation all the time. A man working in a plant does not want to have his recreation there. He wants to get out and mingle with the people in the community.

There are at least 30 places where additional community facilities will be necessary and many more where expanded services must be developed.

Our best estimate is that for all needs about 350 buildings of some type will be requested beyond those which the communities themselves will be able to supply.

From information which I receive currently from the bureaus and services in the Federal Security Agency, I am convinced that there are many needy families in the United States today who are receiving such inadequate relief and medical care that their health and welfare are seriously affected. In thousands of these families there is no employable person, and therefore the possibility of securing an income through work in private employment or on public work projects is out of the question.

Agricultural migrants who move from place to place and are employed only irregularly have created a serious problem in some States for a number of years. Today there is an added problem because individuals and families are leaving their homes to go to new communities, either in search of work in a defense industry or to be near a man in military service. Many such families do not find employment and in a very short time become destitute in the new community and can receive no relief or medical care because of the rigid settlement laws in most States. Thus, the need for relief of transients is likely to be increased rather than diminished by the defense program. The existence of this large number of families with insufficient resources to meet even their subsistence needs, I believe, is a very serious obstacle to the development of civilian morale essential to a defense program.

FOURTH CATEGORY OF RELIEF

Therefore, my suggestion is that a fourth category of general relief be established under which Federal funds would be made available to the States by the Social Security Board on the same basis as the three categories the Board is now administering; that is, a 50-percent grant for administration and assistance, provided the State will make available assistance and service without regard to residence or settlement.

The President has requested, and there is before you in H. R. 3570, an appropriation of \$150,000,000 to cover the construction of the physical facilities needed for the communities most drastically affected by defense. This amount is conservative and is needed urgently.

The facts presented will, I think, indicate to you the tremendous task involved in the relocation of our population for defense. The milling about of people, the physical facilities necessary for their comfort, and the services necessary for their welfare are matters of national concern. You will, I am sure, realize that success in planning and executing these programs is vital to civilian morale. [Reading ends.]

The CHAIRMAN. That is a very interesting statement, Mr. McNutt, but I would like to ask you this question: Have any surveys been made, presenting in actual figures the number of migrants to centers of defense activity?

Mr. McNUTT. I have not included in my statement any numerical estimate of the migration. Such estimates are difficult to arrive at with any degree of accuracy because we have no exact information of how many jobs have been filled by local unemployed, by commuters, and by married women and retired workers.

As was pointed out a moment ago by Mr. Palmer, in reference to Louisville and Charlestown, Ind., which I happen to know pretty well, the census of 1940 showed 864 residents of the community of Charlestown, whereas there are now 15,000 employed in the defense plant located there.

The CHAIRMAN. Mr. Taft, of your office, in his testimony recently before the Committee on Public Buildings and Grounds, stated that 1,500,000 people would migrate to Army camp areas and smaller defense communities.

BELIEVES ESTIMATE IS LOW

Mr. McNUTT. We are filing this morning a supplemental document from the Public Health Service which uses the figure of 1,500,000 new people coming into the communities surveyed. That covers only communities most heavily affected, and it does not include secondary, subcontracting centers like those in which mines and blast furnaces are operated. This is a matter that reaches further than the plant itself. It is not only the location where the primary contract is; there are secondary contracts, and we see some of those matters discussed every day in the papers. They have a vital effect upon the distribution of industrial activity.

A million and a half is the estimate, but my own feeling is that that estimate is low.

The CHAIRMAN. I suppose the number of unskilled migrants exceeds the number of skilled migrants going into the defense centers. Is not that true?

Mr. McNUTT. You know what happens. Here is a man without a job. He hears that there is some work going on and, training or no training, he goes to try to get it.

We are trying as best we can to prevent that, and if the men follow the advice of the Employment Service, we can prevent much of it. But we cannot prevent it all. They are going to move and see if they can get a job.

Of course, the shortage is in the skilled workers today.

The CHAIRMAN. Now, Governor, I think you are doing a wonderful work, and I am in hearty accord with your purposes; but while we are in this emergency we have to take care of the morale of our own people.

Mr. McNUTT. I feel, more strongly, perhaps than anything else, that external defense is absolutely no good if you have a situation within that means the breaking of the civilian morale. The English demonstrated that conclusively when they valued civilian morale more than they did facilities.

What are we fighting for or defending?

The CHAIRMAN. Unless you have a country worth fighting for and dying for, what indeed?

Mr. McNUTT. And what kind of defense are you going to be able to produce unless you have people who are able? If they are to be able, they must have health facilities and recreational facilities and they must have, too, educational facilities.

CHANGE IN LAW STUDIED

The CHAIRMAN. Perhaps it is a little unfair, but I want to ask you this: You have a job that is big enough, in what you are doing, but we are deeply interested in any thought that you or your associates may have given as to any change in the law.

Mr. McNUTT. We have given that very serious thought. Much of the responsibility will fall on the Agency through the Social Security Board. As a matter of fact, much of the tentative legislation has been drafted.

The CHAIRMAN. A survey has been made?

Mr. McNUTT. A survey has been made. We have been working with the National Resources Planning Board in an effort to pool all the best information together in order to get a complete picture.

Of course, anyone who assumes the role of prophet in these days is nothing short of a fool. Nobody can say how long this emergency will last.

If it is a short war, and Germany is successful, it means a Nazi Germany dominating Europe, and it will have its economic repercussions in this country. The extent of those repercussions no one knows, but it would mean a changed economic policy.

The second possibility is a stalemate, which means a glorified armistice, which means preparing for other wars.

The third possibility is victory for the British, which we all hope for; but that will take a long time—how long no one knows.

VOCATIONAL TRAINING

Mr. SPARKMAN. Mr. McNutt, I was interested in your statement about the need for expanding vocational training. Is that getting pretty well under way?

Mr. McNUTT. Yes. I had the vocational group in my office before I came here this morning.

On the whole, they have done a good job.

The question is, are they producing what is wanted, namely, people who are able to go in and do the job in the plants.

Mr. SPARKMAN. This survey that you said was being made—does it go into the needs of the various defense communities, or the extra need brought about by the in-migration of the defense workers?

Mr. McNUTT. Let me interject one thing there. I was interested in what Mr. Palmer said about the number outside as compared with those inside. The figures for the World War were 1.4 outside and 1 inside. There has been a hope expressed that in this emergency it will not exceed 1 to 1.

Mr. SPARKMAN. That is a continuing survey?

Mr. McNUTT. That is right.

Mr. SPARKMAN. I had this question called to my attention recently by the State superintendent of education of my own State, who said he had been asked for a report in the fall, about November. He said he had made his report, based on the facts available to him at that time, but that it was far out of date now.

Mr. McNUTT. It is a changing scene, and it is a matter of keeping the information up to date. We have established an information center where we collect and clear information and then pass it back to the interested agencies.

Mr. SPARKMAN. That will be a continuing process?

Mr. McNUTT. Certainly; it is set up on that basis.

VARIABLE GRANTS

Mr. SPARKMAN. One of your recommendations in which I am greatly interested is your suggestion "that a fourth category of general relief be established under which Federal funds would be made available to the States by the Social Security Board on the same basis as the three categories the Board is now administering; that is, a 50-percent grant for administration and assistance, provided the State will make available assistance and service without regard to residence or settlement."

Of course, as you know, the Social Security Board in its last annual report has recommended that the basis of grants be changed.

Mr. McNUTT. That is right.

Mr. SPARKMAN. And that variable grants be made.

Mr. McNUTT. That is right.

Mr. SPARKMAN. I wonder if you differ with the Board in your views.

Mr. McNUTT. I do not. But that has to be cleared by the person charged with the general administrative responsibility for the Federal Government before we go on record.

Yes; I am in favor of variable grants. The statement refers to what we do now. We are dealing with the present situation. The other matter you are considering is a long-time policy.

Mr. SPARKMAN. You are familiar with the President's statement in which he indicated his idea about the grants?

Mr. McNUTT. Of course, even that does not quite apply to this situation. There you are dealing with a normal situation. Here you are dealing with an emergency situation.

Mr. SPARKMAN. But it seems to me the argument would be exactly the reverse if you are going to require the States to match for general relief.

Take my State of Alabama, for instance, which cannot match on an equal basis. Is it not natural to assume that my State, in behalf of its own settled people, will take the funds available and apply them to matching those funds that will take care of its own people?

Mr. McNUTT. That is right. Let me tell you one other thing in that connection. After all, this matching means income for the States.

Mr. SPARKMAN. That is true, but there is a considerable lag there.

GROSS INCOME TAX

Mr. McNUTT. It all depends on how you overcome the lag. There are certain methods of getting the money. I might suggest a gross income tax. You can start in 3 months on that.

Mr. SPARKMAN. Then we have the Townsend plan.

Mr. McNUTT. No; you have not. I point you back to 1933, when we saved a situation in that way. It can be done. What everyone wants here is to be fair.

For example, in our efforts to get the communities to do what they should do we are starting on this policy. We make a survey to determine what the communities can do and then put all the pressures on to make those communities do what they should do.

Every community should do everything in its power; it is first of all a community job. But we recognize the fact that there are certain communities without any resources at all, and the tax resources may have been exhausted, although I am not so sure that a complete survey has been made of that.

In a situation of that kind, there is a job to be done, and if the community cannot do it, and if the State cannot do it, then it is the obligation of the Federal Government to do it.

Mr. OSMERS. I would like to ask you a question about the vocational training program. Before we started to concentrate on defense migration we had a great many witnesses appear before the committee who laid the blame for our destitute migration upon the fact that those who migrated were not adequately trained in their public schools.

Would you advocate vocational training as a permanent part of the public educational system of the United States?

Mr. McNUTT. I certainly would.

Mr. OSMERS. In some localities we find that it has been made available; would you recommend an extension of that?

Mr. McNUTT. I would, without question, but I think the time has come for revamping all secondary education in the United States.

Mr. OSMERS. I shall urge that the committee include that in its final report.

Should vocational training be financed locally or by the Federal Government?

Mr. McNUTT. You are getting into a more fundamental policy than just that. How far are we going in grants-in-aid?

Mr. OSMERS. How far in the field of education?

Mr. McNUTT. It is a question of how far the local communities can go in matching that aid. If you have exhausted the local resources, it does not make any difference how generous the Federal Government might be; that is not the end of it.

Mr. OSMERS. Of course, nearly every State provides a reasonably fair degree of secondary education, and it has been my opinion, from what the committee has learned, that during the last 2 years of the high-school period vocational training should be available.

Mr. McNUTT. There should be an opportunity for vocational training.

UNEMPLOYMENT COMPENSATION

Mr. OSMERS. The students should have the option to select that just as they have in other elective subjects.

There is another point that has been suggested to the committee, on which you might care to express an opinion, and that is the question of increased payments on the part of workers and employers for unemployment compensation in defense industries—purely defense industries, such as powder plants of gun factories, or munitions works—the feeling being that we know that at the conclusion of the war these people will be unemployed, that when the peace period comes, they will probably be unemployed for a longer period than those in normal peacetime endeavors.

Mr. McNUTT. First of all, I doubt the legality of such a move and I do not believe it is sound from a purely economic standpoint.

You are guessing when you say they are going to be unemployed for a longer period.

Mr. OSMERS. We are guessing when anybody is going to be unemployed when we establish unemployment compensation. So it is all guessing.

Mr. McNUTT. You are guessing what will happen in the post-war period. If there is some planning done to absorb these people, then it would not follow. Therefore it seems to me that any such proposition as that is based on a false assumption.

Mr. OSMERS. I do not believe I am guessing when I make the basic statement that when peace comes a wartime powder plant will close.

Mr. McNUTT. I quite agree. But if we will use the intelligence with which we are endowed we will either have some other use planned for that plant, or some other activities that will absorb these workers. Yes, I agree that we are not going to make any more powder, but there are a lot of other things that can be made.

Mr. OSMERS. I am thinking of those plants that have been located far away from normal industrial centers.

Mr. McNUTT. They have had to be located far away for obvious reasons.

Mr. OSMERS. That is right; I am not entering into that question.

But consider the human problem that is involved. We know people must move from a distance, and in some cases the distances are tremendous. Also, we know that the chances are they will be stranded, not being able to get jobs.

I am wondering whether the Government, as such, could make any special provision in the unemployment-compensation field or along some other line.

Mr. McNUTT. Trying to do it through unemployment compensation is not a sound way, even if it were a legal way.

Mr. OSMERS. Then can you tell us what you suggest as sound?

PLANNING POST-WAR MEASURES

Mr. McNUTT. The sound way is to be planning now for the possible contingencies of the post-war period. We are going to have a dislocation of our economy, no matter what happens on the continent.

Mr. OSMERS. That is right. Here is the point. Nearly every witness, and particularly those occupying positions like yourself—prominent in the Government or prominent in the industrial life of the country—have admitted the need for planning, and urged that planning be done. And there is evidence of planning. You have given evidence this morning of the planning that your agency is doing.

Mr. McNUTT. That is right.

Mr. OSMERS. Do you believe that Congress should seek to establish some superplanning board so that all this planning could be tied together; or should we continue as we are, with everyone saying that planning is a good thing, and everyone doing a little planning in his own way?

Mr. McNUTT. I have been a firm believer in the coordination of Federal activities.

Mr. OSMERS. I know you have. I wonder whether you believe that this need for planning calls for congressional action.

Mr. McNUTT. It calls for congressional attention, and if it gets attention I hope action will follow.

Mr. OSMERS. We are trying in a small way to give it that attention. I would like to see it lead to action. I am as tired as everybody else in the country must be with the universal talk of "planning," but with no coordinated planning.

All the plans in the world which your agency or some other might make will mean nothing unless they are merged into a large, coordinated plan, which everyone will know about. I think it would contribute a great deal to further the liberalization of labor.

Mr. McNUTT. Furthermore, maybe it will do something else; maybe it will calm interdepartmental jealousies.

Mr. OSMERS. I think that would be of great importance, if it would.

Do you have in mind any hypothetical set-up of such a planning organization or board?

Mr. McNUTT. So long as it is a responsible body, it all depends, when you get down to it, on the personnel involved.

Mr. OSMERS. In the departments of Government.

Mr. McNUTT. It has been demonstrated very clearly through the cooperation of agencies in connection with defense. For example, there is a meeting this afternoon in which many departments of the Government are to be represented in carrying on our program. I must say for them that they have willingly and wholeheartedly given everything they have. There is no selfishness manifest. Apparently they all want to go ahead and complete this program in an efficient way. That is a very heartening thing.

Mr. OSMERS. I do think as we have gone along that the Office of Production Management, a central body planning production in all its phases, has been a good thing. I think it could be improved just as anything else could be improved.

But with planning, of course, we realize that that is not the function of the Office of Production Management, but the function of another agency of the Government.

I do not in my own mind identify the Office of Production Management in a large sense as the planning body. But the personnel of O. P. M. should be aware of everything being planned, so they can coordinate their efforts during the war and certainly during any future planning.

Would you care to specify any particular department of the Government?

Mr. McNUTT. I am not so sure that a planning board should be composed of representatives of the departments of the Government, but the departments themselves should be ready to bring their own picture in.

In other words, there might be a little too much—I will not say selfish interest, but it would be an abiding interest in something you have been doing, and the natural feeling that what you are doing is the most important thing. That is all right, but there should be a body to which you could go and have your hearing, and with which you would sit.

Mr. OSMERS. I have always felt in my own mind that Members of the Senate and House of Representatives should play an important part in that because the plans, unless favorably enacted by both sides, would mean nothing at all.

Mr. McNUTT. Certainly there would be no objection on my part to having Congress represented; I think that is all right.

But I am not at all certain that the board itself should be made up of representatives of the departments, but rather that the departments should bring in the material and let there be an independent judgment, based upon the results of factual investigations.

Mr. OSMERS. It might be better to give more or less control of such a planning board to civilians, shall we call them—that is, those not associated with the Government—and to have the plans passed upon by them.

Mr. McNUTT. The National Resources Planning Board is really that now.

Mr. OSMERS. It is, in a sense; but it should be enlarged in its scope in order to include a great many other things, I think.

Mr. McNUTT. I think the inclusion of the legislative branch of the Government would be a very fine thing.

Mr. OSMERS. I did not have in mind to make it in the form of a congressional committee.

Mr. McNUTT. I understand.

Mr. OSMERS. But, in a sense, to have the legislature represented, because it will take the legislative and executive branches to make the plan work anyway.

MECHANICS OF RELIEF MEASURE

Mr. CURTIS. I would like to get a little better picture of what you have in mind by a fourth category in the Social Security set-up, in general relief. Would you enlarge upon that a little bit?

Mr. McNUTT. The need is obvious.

Mr. CURTIS. I mean your mechanics. What do you propose there?

Mr. McNUTT. I propose to do that, of course, within the existing framework of our operations.

In other words, I cannot see that it would be necessary to change our methods unless there is a complete change in policy, on the whole relief problem—I mean, in dealing with the emergency problem, which has to do with those who cannot secure relief because of the settlement laws.

Mr. CURTIS. Your first three categories include old-age assistance, relief for the blind, and the care of dependent children.

Mr. McNUTT. That is right.

Mr. CURTIS. The fourth category would not be a category for non-settled people only, but it would have to do with general relief?

Mr. McNUTT. I did not think that came into the scope of the hearing, but I will give you an answer categorically, and that is, yes, for everybody.

Mr. CURTIS. On a 50-50 matching basis?

Mr. McNUTT. That is the present plan.

Mr. CURTIS. Or some matching basis from the States?

Mr. McNUTT. Yes. Personally, I favor variable grants as the only answer.

Mr. CURTIS. Up until the present time the Federal Government has not gone into the general relief business.

Mr. McNUTT. Not since 1935.

Mr. CURTIS. It would mean a new departure, putting the Federal Government into furnishing general relief.

Mr. McNUTT. That is right, because it is quite obvious from what is going on in many States today that unless the Federal Government gets into it, there will be no relief; there is not any now.

Mr. CURTIS. You propose that as a change in our relief set-up; and it is a matter which, incidentally, would take in nonsettled people. You propose it generally?

Mr. McNUTT. Yes, that is, basically in connection with the Social Security law today. But we are dealing with special problems here in connection with the migrants, who are a pitiful group.

Mr. CURTIS. That is very true.

Mr. McNUTT. But not any more pitiful than some of those in some States, who are dependent upon surplus commodities, the C. C. C., and the N. Y. A. to do the job which the States should be doing in relief.

Generally speaking, it was the thought that the Federal Government was going to take care of the employable unemployed, and the States were going to take care of the unemployable. Neither has performed completely.

QUESTION OF SETTLEMENT

Mr. CURTIS. Suppose Congress would reject the idea of the Federal Government going into the general relief picture.

Mr. McNUTT. That is entirely possible.

Mr. CURTIS. Do you have any suggestions for dealing with the non-settled person in connection with this settlement law situation?

Mr. McNUTT. You can make it strictly a defense situation in the areas declared to be defense areas. That is one way of doing it.

Mr. CURTIS. What would be your reaction to a proposition that a grant be made to the States, based on the number of nonsettled people to whom they were giving relief, on the stipulation that the States give these unsettled persons the same relief, free education, medical care, and so forth, that they give their own people, for a definite length of time, say a year, with the further agreement from the State that at the end of that time it will raise no question of settlement against them.

Mr. McNUTT. It is a temporary expedient. I do think something must be done, and we are willing to operate the machinery to do it.

Mr. CURTIS. But, aside from the question of the nonsettled person, you still contend that the Federal Government should go into general relief?

Mr. McNUTT. If the problem is going to be taken care of the Federal Government will have to go into it, because it is not being taken care of today.

Mr. CURTIS. What is happening where it is not?

Mr. McNUTT. People are not being adequately cared for.

Mr. CURTIS. What has happened to them? Are they starving?

Mr. McNUTT. Yes; they are not getting proper food, and they are not getting enough of it. There are some pitiful situations in this country today.

EFFECT OF DEMOBILIZATION

Mr. CURTIS. In reference to the ending of the defense emergency, do you have any estimates of how many people will be directly affected—I mean how many laborers, not their dependents—when those industries that are purely war industries cease to operate, and the demobilization of the armed forces takes place? How many people will we have to deal with? Do you have any estimate of that?

Mr. McNUTT. No, it would be a guess.

Mr. CURTIS. Are there any guesses at all at this time?

Mr. McNUTT. I do not know of any guesses. They would not even be very good guesses, if there are any in existence. I do not see how they can be.

You can make a table showing how many are engaged in business and industries, how many are in the armed forces, and say that when it is all over that number will constitute a problem of unemployment. It may or may not, all depending on how ready we are to absorb such workers when the time comes.

Mr. CURTIS. This planning you have referred to, to provide for the day of demobilization, refers, I assume, primarily to public works?

Mr. McNUTT. That is one possibility only.

Mr. CURTIS. What other things do you have in mind?

Mr. McNUTT. The matter of absorption into vital industries, depending upon what the impact upon our economy is, and what it will turn out to be by reason of the affair on the Continent. It will be necessary to determine whether or not we are going into new fields of endeavor, and whether we must expand special services, such as medical care, and school lunches, and extend the social security program. If we become isolated economically, we are going to have to readjust our entire economy. There will be some dislocations that will be even more severe than the changes caused by preparing for defense. It is not a simple problem. You might answer it in a book, but I am not so sure you could answer it in testimony.

Mr. CURTIS. That is what this committee is trying to find out.

The CHAIRMAN. Let me ask you one question. I think, as I get the import of your testimony, this is a matter of deep concern to you, just as it is to us. And that concern resolves around the fact that this committee discovered that there are about 4,000,000 migrants. Your deep concern is this, that under the Constitution, you are not only a citizen of Indiana, for instance, but of all the other 47 States; and when you move and find these barriers that you are up against, you find that you are, after all, not a citizen, from a practical standpoint. What you are concerned about is to assist these American citizens who are in a nonsettled status, so that they can at least live and have a little health and education. That is your concern, is it not?

Mr. McNUTT. Precisely; they are entitled to it as you and I.

The CHAIRMAN. If we refuse to do that much we are striking at the very fundamentals of government.

Mr. McNUTT. If we do not do it, we are going to be in serious trouble.

RELIEF AS MIGRATION MAGNET

Dr. LAMB. If the suggestion of Mr. Curtis were to be followed, whereby certain of the States participated by agreement in a Federal plan and other States did not, and the States which participated in a general relief program were to extend assistance to nonsettled persons; or, alternatively, if those States extended assistance only to nonsettled persons, would there not be a tendency for those States to draw migrants out of the nonparticipating States?

Mr. McNUTT. That is human nature. They will go where they can get it.

Mr. CURTIS. That is contrary to all the testimony the committee has received. All of our social workers and many of the experts have

insisted that the desire for more relief was not one of the motivating causes of migration.

Mr. McNUTT. I do not agree with that. I have seen them migrate from Kentucky into Indiana when we were giving them food, and I think that was the strongest motive. They wanted to eat, so they moved where they could get it.

Mr. CURTIS. I am very much interested in your opinion, and I am rather inclined to the view that you have expressed.

Mr. McNUTT. I am not talking about theory; I am talking about facts.

Dr. LAMB. Assuming that they do not migrate for purposes of relief, is it not probable that the States which will participate are the States which are best able to participate, and hence the States of out-migration will continue to be those of the lower-income bracket?

Mr. McNUTT. Of course, there are other motives, necessarily, when people move. There are some cases where they may become so discouraged that they think anything else could not be worse, so they will try it somewhere else, and if they know they can find something better they will certainly try it.

Dr. LAMB. In other words, the States that will participate in a Federal relief plan will be the States to which people would normally migrate anyway.

Mr. McNUTT. Yes.

Dr. LAMB. Does your office and Mr. Bane's office have surveys with reference to the bonded debt situation and the budgetary situation as to certain expenses and local tax rates for defense communities which are being assisted under one form or another of community assistance?

Mr. McNUTT. We have certain material of that kind. I do not know what Mr. Bane's office has.

Dr. LAMB. Would it be possible for the committee to secure surveys of that kind?

Mr. McNUTT. You are at liberty to have anything we have.

The CHAIRMAN. Governor, unless you have something else to say, I want to assure you on behalf of the committee that we are deeply appreciative of your coming here and giving us this valuable contribution for our record.

Mr. McNUTT. I am very glad to be here and to be of any assistance I can.

(The following material was submitted by Mr. McNutt and was admitted to the record:)

HEALTH AND MEDICAL CARE NEEDS IN DEFENSE AREAS

FEDERAL SECURITY AGENCY,
UNITED STATES PUBLIC HEALTH SERVICE,
Washington, March 22, 1941.

Mr. THOMAS J. WOOFER, Jr.,
Director of Research, Federal Security Agency,

Washington, D. C.

DEAR MR. WOOFER: In accordance with your request for certain material to be used in connection with Administrator McNutt's testimony before the Tolan committee, there are forwarded one copy of Health and Medical Care Needs in

Extra Military and Defense Industrial Areas, and copies of summaries of reconnaissance surveys of 17 defense areas specifically mentioned in your request.

By direction of the Surgeon General.

Respectfully,

E. R. COFFEY,

Surgeon, Assistant Chief, Domestic Quarantine Division.

Attached are copies of summaries on the following areas:

Fort Belvoir, Alexandria, Va.
 Fort Meyer, Arlington, Va.
 Fort Story and Naval Area, Norfolk, Va.
 Newport News (Virginia) area.
 Fort Benning, Columbus, Ga.
 Camp Blanding, Jacksonville, Fla.
 Fort Bragg, Fayetteville, N. C.
 Camp Shelby, Hattiesburg, Miss.
 Smokeless Powder Plant, Charlestown, Ind.

Arsenal, Rock Island (Illinois) and Davenport (Iowa).
 Shell loading Plant, Burlington, Iowa.
 General Industries, Wichita, Kans.
 Camp J. T. Robinson, Little Rock, Ark.
 Military Areas, San Antonio, Tex.
 Military Areas, Corpus Christi, Tex.
 Fort Lewis, Tacoma, Wash.
 San Diego, Calif.

FORT BELVOIR AREA, VIRGINIA

I. Military area.—Fort Belvoir is an Army camp located in Fairfax County, Va., 8 miles south of Alexandria. The topography of the reservation is moderately rolling and fairly well drained. About 21,000 troops are expected. Water supply from Accotink Creek treated and adequate for about 20,000. Sewage to be treated Doten septic tanks with submerged outlet in Potomac River. Raw garbage sold to farmers. Prolific growth of Chinese water chestnut in Potomac produces extensive breeding of mosquitoes, including malaria type.

II. Communities in critical area.—Washington, D. C., 663,091; Alexandria, 33,523; Fairfax, 979; Falls Church, 2,576; Herndon, 1,046.

III. Industry.—No industries with defense importance.

IV. General character of area.—The topography of the county is moderately rolling and fairly well drained. Mosquito nuisances severe at times. Two small unincorporated villages located on United States Highway No. 1, about 2½ miles from camp. Neither has water or sewerage systems. Septic tanks in use. Several roadside eating places also located close to camp along highway.

V. Summary (for Fairfax only).—Water: Source is 2 wells 160 and 350 feet deep. Treatment not provided.

Sewage: Sewage treated and effluent discharged into Accotink Creek. Few septic tanks, pit and surface privies in use.

Food: County ordinance for establishments; supervised by county health department.

Milk: Supply supervised by health department of District of Columbia, Arlington County, and city of Alexandria. No record of milk-borne epidemic.

Garbage: Ordinance governing location and operation of commercial hog farms feeding garbage.

Vermin: No special control measures at present.

Housing: Shortage reported throughout area.

Other towns: Falls Church, 2,576, and Herndon, 1,046, both outside the 25-mile zone according to highway distance, expected to take part of population increase.

Health organizations: Full-time health department for Fairfax County. Budget, \$19,500. Personnel: Health officer, two sanitary officers, three nurses, one clerk. Generalized public health program with special reference to TB and venereal disease control. Venereal disease control: Four treatment clinics operating in county. Routine follow-up visits to all contacts and delinquent cases. If delinquents fail to return to treatment quarantine measures or even arrests are made.

Hospitals: Government hospital with 60 beds is only general hospital in county.

Welfare organizations: No information obtained.

Outstanding needs: (1) Safe water supply for Accotink and Pohick Church roadside establishments and new developments.

(2) Increase in malaria control program.

- (3) Better garbage disposal for camp.
- (4) Close supervision of sanitation in areas surrounding fort.
- (5) Ratproofing of buildings where food is stored.

FORT MYER AND ARLINGTON CANTONMENT, VA.

I. *Military area.*—Fort Myer: The fort occupies entire reservation. Buildings are permanent and occupied by Regular Army troops. Maximum population approximately 2,200. Drainage is into small streams and Four Mile Run. Water supply taken from District of Columbia system. Sewerage system has been disconnected from old septic tank and connected into Arlington County system. Garbage and trash burned in an incinerator. Arlington Cantonment: Camp located adjacent to Arlington Ridge Road in south central part of area. Buildings of wood construction and occupied by Regular Army troops. Maximum population at present is 1,100. Likely to be increased to approximately 10,000. Drainage is into Potomac River. Water supply taken from District of Columbia system. Camp sewer is connected to Arlington County treatment plant. Garbage and other refuse to be disposed of in an incinerator.

II. *Communities in critical area.*—Washington, D. C.; Arlington County, Va., population, 56,931; Alexandria, Va., population, 33,523.

III. *Industries.*—None associated with national defense.

IV. *General character of area.*—Fort Myer, a permanent Army post located in the central part of Arlington County, Va. Fort is approximately 5 miles from Washington, D. C., and approximately 7 miles north of Alexandria and is surrounded by highly developed suburban areas. Located on well-drained land and no malarious areas in vicinity. Transportation by dual lane U. S. Highway 50. Washington National Airport 3 miles southeast of fort. Arlington Cantonment is an Army camp located on west bank of Potomac River on a Government-owned tract of land near Arlington National Cemetery. The reservation is about 10 minutes' drive from Washington, D. C., and about 6 miles north of Alexandria in Arlington County. Area is flat but well drained. A pest mosquito-control program will probably be necessary to control breeding areas on south side of reservation. Transportation by Arlington Ridge Road. Washington National Airport 1½ miles east of reservation. Arlington County and Alexandria are each served by a full-time health department. City of Alexandria is located in the area.

V. *Summary.*—Water, Arlington County: Water is obtained on contract from District of Columbia Dalecarlia filtration plant. Distribution system owned by county. Two 20-inch mains completed recently making available an increase from 5,000,000 gallons to 23,000,000 gallons per day considered adequate for future needs. Alexandria, Va.: Water supply owned by Alexandria Water Co. Water taken from canal in western part of city, through which nearly all the water from Holmes and Cameron Runs is diverted. Reserve supply for dry periods available from Bancroft Reservoir. Filtration plant adequate for present needs. Plans have been made to increase capacity in the near future. No known cross-connections. Approximately 97 percent of population served by public water supply.

Sewage, Arlington County: Owns and operates a county-wide sewerage system and a modern treatment plant. No private sewerage systems. There are 1,300 homes served by box and can privies. Strict inspection of these units is maintained by county health department. Alexandrian public sewerage system, owned by city, accessible to approximately 90 percent of population. No sewage treatment facilities are provided. Sewage discharged raw into Four Mile Run and into Potomac River. Two hundred and ten dwelling units not accessible to sewer line provided with either septic tanks or box and can privies. No industrial wastes problem. No stream pollution conditions affecting water supply.

Food, Arlington County: The county-wide food ordinance in force considered inadequate for present needs; a new one (based on recommendations of the United States Public Health Service ordinance and code) is being approved for adoption. Enforcement of regulations under direction of county health department. Alexandria: Control measures governing food-handling establishments are enforced by city health department under terms of an ordinance similar to United States Public Health Service ordinance and code for eating establishments.

Milk, Arlington County: Two pasteurization plants in the county, one in Alexandria, two in Fairfax County and nine in District of Columbia; 95 percent of

milk sold is grade A pasteurized. There is a milk ordinance in force similar to recommendations by United States Public Health Service milk ordinance and code. Supervision by county health department in cooperation with District of Columbia Health Department; no record of milk-borne epidemics. Alexandria: There are five local pasteurization plants and three raw dairies distributing milk under supervision of city health department. There is in effect a milk ordinance which is equivalent to United States Public Health Service milk ordinance and code. No record of milk-borne epidemics.

Garbage, Arlington County: There is an ordinance governing storage, collection, and disposal of garbage in force under direction of health department which is adequate. Disposal by means of dumps. Alexandria: Garbage is collected in enclosed trucks and sold raw for hog food; refuse and rubbish disposed of at city dumps. All collections made by city refuse department. Adequate garbage ordinance which is enforced by city.

Vermin, Arlington County: Control by means of a general county sanitation law. Mosquito-control oiling program maintained during summer months. Alexandria: No ordinances for control of rats, flies, or mosquitoes. Rat poisoning campaigns carried out almost continuously and catch basins are oiled during summer months.

Housing, Arlington County: No information as to number of dwelling units or rooms. Reported no houses suitable for occupancy vacant. No increase in rents. Two small tourist camps operating under county permits. A zoning ordinance in effect. Regulations governing overcrowding and sanitary conditions of occupied houses. Alexandria: At beginning of present year there were 8,606 dwelling units in city; 1,456 dwellings closed because of needed repairs and 116 closed as unfit for occupancy. Number of units in which overcrowding existed was given as 280. Estimated 400 units needed to meet present demand. Three low-cost housing projects have been approved for the city. Zoning ordinance in effect. Sufficient regulations covering construction of buildings and plumbing installations. No regulations governing overcrowding or sanitary conditions of occupied houses.

Health organization, Alexandria: Considered an independent city and provides for full-time health officer. Present health officer has resigned. Full-time personnel in department are 4 public-health nurses, sanitary engineer, dental director, 3 clerks, 1 full-time and 2 N. Y. A., and 1 laboratory technician, 9 full-time employees with professional background, and 6 full-time lay employees. Total budget of \$28,000. Venereal-disease control: Clinic is conducted at community health center. Cases treated by private physicians. Free drugs and certain financial assistance available from State. Some effort to control prostitution by city manager and police. Arlington County: County maintains full-time health department. There are 13 full-time and 8 part-time professional personnel, 4 full-time nonprofessional employees. Total budget of \$27,660. Venereal-disease control: Never be sufficient until adequate measures are provided by District of Columbia. Department provides 3 venereal-disease clinics within county.

Medical care, Alexandria: One hundred-bed hospital, privately owned but city provides \$12,000 per annum to assist in care of poor treated in the hospital. No plans for expansion; 49 physicians and 14 dentists. Other agencies: TB Association, Red Cross, and Parent-Teachers Association. Arlington: No hospital facilities; 48 physicians and 15 dentists. TB Association finances all tuberculosis work. Parent-Teachers Association, Red Cross, and others give material assistance.

Welfare organizations, Alexandria: Full-time director; budget, \$25,000; distributed among old-age assistance, aid to dependent children, aid to blind, general relief administration, Red Cross maintains a full-time nurse. Arlington: Full-time director, five full-time and 2 part-time workers. Budget, \$64,537.69.

Outstanding needs:

Alexandria:

- (1) Additional hospital facilities.
- (2) Health department and District of Columbia should be augmented to provide better facilities for food-handling and venereal-disease control.
- (3) At least two sanitary inspectors and two additional nurses should be added to the staff.
- (4) State and Federal agencies should give definite financial assistance to improve health programs.

Arlington:

- (1) Increase local funds to strengthen department program as to quarters, food establishments, sanitation, nursing, and communicable-disease control.
- (2) State and Federal Government assistance for additional funds.
- (3) Well-trained engineer needed and at least two or three nurses.
- (4) Rat control recommended.
- (5) Plans for cooking of garbage before feeding to hogs.

FORT STOREY AND NAVAL AREA, VA.

I. Military area.—(a) Fort Storey is a Coast Artillery camp, located approximately 16 miles east of Norfolk, 6 miles north of Virginia Beach and adjacent to Cape Henry Lighthouse, Va. The maximum military strength is estimated as 3,500. The present well supply is to be abandoned and water obtained from Norfolk. An existing 25,000-gallon septic tank is to be rehabilitated and an additional tank of the same capacity constructed. Effluent will be discharged a short distance offshore through a submerged outfall. However, this treatment is believed insufficient to protect adjacent beaches and shellfish areas and complete treatment or pumping into the Virginia Beach system is being considered. Surface drainage is into the bay and ocean. The formation is tidewater beach sand with numerous sand dunes. (b) Cantonment camp is an Army camp on a former National Guard reservation about 3 miles south of Virginia Beach and 18 miles east of Norfolk. The maximum military strength is estimated at 5,000 troops. Area is flat with a sandy tide-water surface formation draining into the ocean. Water is now furnished by Virginia Beach but soon will be from the Fort Storey supply line. Sewage will be discharged into Virginia Beach system.

II. Communities in critical area.—Virginia Beach, 2,600; (vacation total often 35,000 or 40,000); Norfolk, 144,332; Portsmouth, 50,745; Suffolk, 11,343; Smithfield, 1,178; South Norfolk, 8,038.

III. Industries.—(a) The Norfolk naval base is within the Norfolk city limits and on the south side of Willoughby Bay. Civilian employees will increase from 8,000 to 15,000, and maximum of enlisted personnel is 30,000. A 500-unit low-cost housing project for civilian workers adjacent to reservation has been approved. City water is used and sewage is discharged into Hampton Roads raw. (b) The Portsmouth Navy Yard is near the Portsmouth city limits on southern branch of Elizabeth River. Civilian employees will increase from 11,000 to 30,000 when adequate housing is provided. A 700-unit Federal low-cost housing project has been approved and private projects are under construction. City water is used and sewage is discharged directly into southern branch of Elizabeth River. (c) The Nansemond Ordnance Department is at Pig Point on Nansemond River. Only other information is that sewage is given primary treatment and chlorination before discharge into James River. (d) There are no major industries associated with national defense which are not located in or adjacent to urban communities.

IIIa. Total population—military, naval, and civilian employees.—The total military and naval strength (I plus III) is about 40,000. The total civilian employees is a maximum of about 45,000, an increase of 26,000.

IV. General character of area.—The two military reservations are in the eastern half of Princess Anne County, in an area generally flat—typical tide-water formation, and poorly drained in places. There is mosquito breeding, of both malaria and pest types. There are numerous roadside eating establishments and camps. Septic tanks and privies are generally used. Several of the Norfolk water supply lakes are in the area.

V. Summary.—Water supply—(a) Virginia Beach: From Norfolk, pumped to a surface reservoir and rechlorinated as pumped into distribution system.

(b) Norfolk: (1) Moores Bridge supply from chain of lakes pumped to filter plant; (2) Lake Prince supply from Exchange Creek (tributary of Nansemond River) is pumped to another filter plant on Thirty-seventh Street. Treatment is conventional, with ph control and pre and post chlorination. Norfolk also supplies water to South Norfolk and parts of Norfolk and Princess Anne Counties. Excess capacity estimated from report is 10.6 m. g. d.

(c) Portsmouth: From two impounded reservoirs water is pumped to the filter plant. Treatment includes ph and corrosion control and chlorine and lime for sterilization. This supply serves a total population of 58,000 persons in Portsmouth and Suffolk and an additional 15,000 in Norfolk and Nansemond Counties. Excess capacity estimated from report is 4.7 m. g. d.

(d) Suffolk: Is supplied from Portsmouth.

(e) Smithfield: Supply is from three flowing artesian wells 365 to 441 feet deep. No treatment was reported. In case of extreme emergency, water from a mill pond may be pumped into system with hypochlorites added. Ordinarily this is disconnected by removing section of pipe.

Sewage: (a) Virginia Beach: Plant completed 1939 may be operated as either chemical or biological process or a combination of both. Units include flocculation basins, trickling filters, digestion tanks, automatic chlorinators and many others. Effluent goes into Little Neck Creek and thence to tidal estuary near mouth of Lynnhaven River. Plant designed so capacity can be doubled or tripled if necessary.

(b) Norfolk: Discharged raw into Elizabeth River at several points. Hampton Roads Sanitary District has been formed and experimental model treatment plant is being operated for study. Satisfactory treatment in near future is expected.

(c) Portsmouth: Discharged raw into Elizabeth River. It is expected that steps toward satisfactory treatment will be taken in near future.

Food: (a) Virginia Beach: Municipal food ordinance.

(b) Norfolk and Portsmouth: Municipal food ordinance enforced by City Health Department.

Milk: (a) Virginia Beach: Has a milk ordinance but since almost all milk comes from pasteurization plants in Norfolk the need for enforcement is doubtful.

(b) Norfolk and Portsmouth: Have milk ordinances enforced by the city health departments. Little data available on sanitary conditions. Milkshed control in general is under State department of agriculture; State health department exercises little control.

Garbage: Virginia Beach has a garbage ordinance enforced by county health department.

Norfolk and Portsmouth also have a municipal ordinance. Disposal is by incineration.

Vermín: (a) Virginia Beach: No information available.

(b) Norfolk and Portsmouth Area: The control of both malaria and pest mosquitoes is likely to be a serious problem. A survey of the area has been made by the State health department, including estimates of work to be done, cost and labor.

Housing: (a) Virginia Beach: No data on needs. A defense-housing project has been approved for the town.

(b) Norfolk and Portsmouth area: Naval and shipyard authorities say additional employees can't be given work until additional housing is provided. Problem is acute.

Health organization: The bi-county health department services Norfolk and Princess Anne Counties. Both Norfolk and Portsmouth have city health departments. Isle of Wight, Nansemond, and city of Suffolk constitute a health district now operating on a full-time basis. All these departments are believed to conduct generalized programs.

Welfare organizations: No information obtained.

Outstanding needs: These are not summarized as such in the report. However, the following would doubtless be included.

- (1) Additional personnel for health departments.
- (2) Sewage treatment for the Norfolk-Portsmouth area.
- (3) Revise Fort Storey sewage treatment plans. (See I.)
- (4) Mosquito control measures in Norfolk-Portsmouth area.

FORTRESS MONROE, LANGLEY FIELD, FORT EUSTIS, VA., INCLUDING THE PENINSULA
HEALTH DISTRICT

I. *Military area*.—Located in Virginia in Elizabeth City and Warwick Counties.

Military establishment	Agency	Nearest city	Expected military population
Fortress Monroe.....	Army.....	Hampton.....	7,000
Langley Field.....	do.....	do.....	7,000
Fort Eustis.....	do.....	Williamsburg.....	16,000

Water supply of Fortress Monroe and Langley Field from Government treatment plant adequate for 2,000. Sewage-treatment plant adequate for 5,000 at Fortress Monroe and 1,800 at Langley Field. Water supply for Fort Eustis from two drilled wells. Sewage-treatment plant adequate for 10,000.

II. *Communities in critical area*.—Hampton, 5,898; Phoebus, 3,503; Williamsburg, 3,942; Newport News, 36,933; Yorktown, 521.

III. *Industry*.—Newport News Shipbuilding & Dry Dock Company. Type: Fighting and auxiliary vessels for United States Navy. Employees: 12–20,000. Location: Newport News.

IV. *General character of area*.—Aside from Newport News area is rural with few small towns. Topography is flat, being only a few feet above mean sea level.

V. *Summary*.—Water: Public supply satisfactory in cities and towns. Questionable supply in small villages and rural areas. Military and industrial supplies adequate.

Sewage: Disposal is adequate for urban, military, and industrial areas. Rural areas have sanitary privies or septic tanks. Control of human waste disposal governed by county-wide ordinances.

Food: County ordinance for food-handling establishments enforced by county health department considered adequate. Local ordinance in Hampton and Williamsburg also adequate. Need increase in personnel for expected increase in establishments.

Milk: Information for Williamsburg only: city has a milk ordinance in accordance with United States Public Health Service, milk ordinance and code. District health department supervises.

Garbage: Information for Williamsburg only. City collectors and incinerators.

Vermis: No information available.

Housing: Considerable shortage reported but recently created housing commission to serve entire Hampton Roads area expected to solve problem. National defense housing projects approved for Phoebus and Langley Field.

Health organization: Peninsula Health Department serves Elizabeth City, Hampton, James City, Williamsburg, Warwick, York Counties. Personnel full-time, include health officer, engineer, three sanitary engineers, five nurses, and three clerks, \$19,500 total budget. Program is efficient but not adequate.

Venereal-disease control: Five clinics operated. Free drugs to physicians. Effort made to locate and treat all cases of syphilis. Some effort made to control commercial prostitutes. Newport News has a full-time health officer, clerk, four nurses, four sanitary inspectors, and one laboratory technician. Information as to program not available at present.

Hospitals: Information not available.

Welfare organizations: Information not available.

Outstanding needs: (1) Cooperative public health program between Commonwealth of Virginia and city of Newport News.

(2) Addition of venereal-disease control officer, public health engineers, two sanitarians, and four nurses for district area.

(3) Malaria-control program augmentation.

(4) Ratproofing of all buildings where food is stored.

(5) Safe water supply and sewage disposal system for village of Lee Hall.

FORT BENNING, COLUMBUS, GA.

I. Military area.—Fort Benning is an Army post with an ultimate military strength of about 45,000. The reservation is expected to comprise 240,000 acres in Muskogee and Chattahoochee Counties, with headquarters about 9 miles south of Columbus, Ga. Water supply derived from Upatoi Creek and treated by rapid sand filtration. Part of sewage given complete treatment, part discharged raw, and part given partial treatment. Garbage is handled by the post collection system and incinerated.

II. Communities in critical area.—Columbus (53,000), Ga., Phoenix City (15,000), Ala.

III. Industry.—Six or eight hosiery and cotton mills are located at Columbus; however, no industrial developments of national-defense character are anticipated.

IV. General description of area.—The terrain around the reservation is rather high, rolling land, with drainage toward the south and west. Development of tourist camps, food stands, and trailer camps along main roads quite prominent. Excreta disposal by pit privies. Water supplies at individual homes.

V. Summary.—Water: Derived from Chattahoochee River, which carries considerable turbidity and some pollution. Treatment consists of conventional stages. Plans for plant expansion are under consideration. Two subdivisions 5 miles from city have deep wells not believed to be dangerous.

Sewage: 95-percent sewered, 80-percent connected. All sewage and industrial wastes from Bibb City (northern edge of Columbus) discharged to Chattahoochee River untreated. Industrial wastes primarily from hosiery and cotton mills. Stream conditions not critical as dilution is great.

Food: Operated under inadequate ordinance of 1921, supplemented by food handlers medical-examination provisions enacted in 1934. Muskogee County intends to use regulation adopted by the State board of health in 1940. Personnel and control do not appear to be entirely satisfactory.

Milk: 57-percent pasteurized. Existing regulations were adopted in 1934 using basically the 1934 edition of the standard milk ordinance. Enforcement by full-time veterinarian under direction of city-county sanitary engineer. The 1940 grading gave raw milk 69.9 and the pasteurized supply 72.8. General State control of milk under Department of Agriculture.

Garbage: City requires tightly covered metal containers. Collection three times per week in residential, and daily in business districts. Incineration said to be adequate for increased population.

Vermin: No rodent-control program has been adopted.

Housing: Rather large itinerant population now housed in trailer and tourist camps along main highways. Rents definitely increased. One thousand-unit project being developed chiefly for noncommissioned officers. It is said that 500 to 600 additional units will be necessary to take care of the ultimate population. No regulations exist relative to overcrowding of living quarters.

Health organization: Combined city-county unit, budget \$41,882. Health officer away to school for training. Assistant Surgeon Weber of United States Public Health Service acting health officer. Venereal disease clinic not satisfactory.

Medical care: One general hospital, one county TB sanatorium, county poor physicians, school physician employed by school board, visiting nurses' association, 45 physicians, and 24 dentists.

Hospitals: General hospital of 175 beds being expanded to 265 beds including 35 bassinets.

Welfare organization: Financed by city, county, State, and Federal funds. Annual budget about \$96,000. Personnel consists of 1 director, 1 supervisor, 12 case workers, 1 bookkeeper, 7 stenographers, and 1 receptionist. There are also a family-welfare bureau supported by the community chest consisting of a director, and 2 or 3 case workers. This agency operates on a budget of \$500-600 per month.

Outstanding needs: (1) Additional housing facilities.

(2) Improvements in environmental sanitation service of the health department food sanitation and restaurant hygiene considered deplorable by military authorities.

(3) Sufficient trained milk personnel should be added to health department to relieve military authorities of making inspections.

(4) The several "box and can" excreta disposal units in the city should be replaced with sewer connections and with sanitary pit privies where sewer connections are impracticable.

(5) Rest-room facilities within the city are inadequate.

(6) State health department should furnish consultation service in environmental sanitation 10 days per month.

(7) Nursing service activities should be augmented.

(8) School physician and poor physician should be replaced by a full-time physician trained in public-health work.

CAMP BLANDING, FLA.

I. Military area.—Camp Blanding is an Army post located about 50 miles southwest of Jacksonville and 8 miles east of Starke, in Clay County. The War Department estimates the aggregate military strength of the camp will be 45,000. The camp water supply is to be derived from a series of wells of about 800 to 1,200 feet depth, and chlorinated. Sewage is to be treated by a new plant providing clarification, separate sludge digestion and chlorination of effluent, which is to be discharged to Black Creek. Garbage is to be disposed of by contract.

II. Communities in critical area.—Starke (1,500), largest and only city of any size within a distance of 15 miles.

III. Industries.—No major industries associated with national defense.

IV. General character of area.—The terrain is generally flat and soil sandy, timbered by scrub oak, pine, and underbrush. Area is rural in character. Studies of potential anopheline mosquito-breeding areas should be conducted prior to any great expenditures for malaria-control drainage. Pest mosquitoes are almost certain to be a problem. Ground water by deep or shallow wells is available in this section.

V. Summary (Starke).—Water: Derived from 500-foot well, penetrating the Ocala limestone formation. It is believed that chlorination of the supply should be included in estimating the cost of system expansion. Present consumption estimated to be not in excess of 0.065 million gallons daily. State geological survey reports there should be no difficulty in securing an increased supply commensurate with a population several times that of the present.

Sewage: Public sewerage system is estimated as serving from 40 to 60 percent of the population and sewage said to be passed through septic tanks—thought to be inadequate for present connected population. At least 100 privies in town and 8 to 10 private septic tanks.

Food: State sanitary code only requirement, absence of enforcing personnel means no local control. Two State inspectors have been assigned to area.

Milk: Small amount of pasteurized milk received from Jacksonville and Gainesville. Believed that raw milk from family-owned cows or community dairies constitute greater part of supply.

Garbage: Disposed of individually, burning, burying, or feeding uncooked to hogs.

Vermín: No special measures to control rat, fly, or mosquito prevalence.

Housing: Squatters' camps near employment office at camp entrance; conditions appear to be growing worse. All houses, rooms, and tourist cabins in vicinity occupied. People living in cars, tents, and trailers among trees and underbrush.

Health organization: No formal health organization exists in any of the counties containing or adjacent to the Camp Blanding reservation. Each county has an untrained nurse employed by the school board.

Medical care: None of the counties has hospital or clinic. Five physicians practicing in Clay County.

Welfare organization: Clay County has no functioning welfare organization either voluntary or official.

Outstanding needs: Starke will probably be virtually rebuilt to care for an ultimate population of 30,000; practically no municipal facilities exist at present. Special problem of present is housing and providing facilities for migratory workers. A full-time local health unit having jurisdiction over Bradford, Clay, and Putnam Counties should be established at once. It is recommended that this unit contain a full-time venereal disease control officer,

well-trained public health engineer, one milk sanitarian, three sanitary officers, two public health nurses and a clerk. One malarialogist should be assigned to this unit, at least until the malaria potentialities are known.

FORT BRAGG, FAYETTEVILLE, N. C.

I. *Military area*.—Fort Bragg is an Army military reservation located in Cumberland and Hoke Counties about 10 miles northwest of Fayetteville. The reservation comprises an area 8 by 25 miles. Topography is gently rolling, soil sandy, and rainfall rapidly absorbed. Military population may be increased from 18,000 to 66,500 men. The water supply for Fort Bragg comes from Little River. At present sewage is discharged raw into Little River. It is contemplated that complete treatment will be provided for sewage from Fort Bragg. Present garbage facilities inadequate. Recommend modern high-temperature incinerator be provided.

II. *Communities in critical area*.—

Municipality	Population	County
Raeford.....	1,303	Hoke.
Dunn and Erwin.....	4,558	Harnett.
Sanford.....	5,154	Lee.
Southern Pines.....	3,074	Moore.
Aberdeen.....	1,352	Do.
Fayetteville.....	17,413	Cumberland.
Pinehurst.....	500-2,500	Moore.
Lillington.....	980	Harnett.

III. *Industries*.—Fayetteville: Eight cotton mills and three rayon mills and one hosiery mill. Sanford: Cotton mills, knitting mills, sash and blind mill, brick works, veneer and roofing company. Lillington: Brick works and cotton oil and fertilizer works. Dunn and Erwin: Cotton mills, lumber companies, and ginnery. Great expansion of industries not indicated; consequently no special problem anticipated in connection with their activities.

IV. *General character of area*.—Topography gently rolling and soil sandy. Soil rapidly absorbs water so that it is not allowed to stand long enough to become a mosquito-breeding hazard. Mean annual precipitation 52.6 inches.

V. *Summary*.—Water: Raeford, Sanford, Southern Pines, Aberdeen, Fayetteville, Dunn, and Erwin have public water supplies, which appear to be generally adequate and satisfactory. Erwin obtains its water from the Dunn supply. Lillington supply inadequate.

Sewage: Fayetteville: Treatment contemplated; 75 percent of homes accessible to sewers. Pinehurst: Sewered and septic tanks. Aberdeen: 90 percent connected to sewers. Treatment by septic tanks. Raeford: Major portion of population accessible to sewers; treatment by Imhoff tank. Sanford: Adequately sewered; treatment by Imhoff tank. Southern Pines: 90 percent connected to sewers; treatment by Imhoff tank.

Food: Food control is in general exercised by local and State officials enforcing the State laws for "cafes and meat markets."

Milk: Control generally exercised by local officials. Large amount of raw milk being distributed, some of which meets grade A requirements. Fayetteville and Raeford operate under the standard ordinance.

Garbage: Fayetteville incinerator, and uses ashes for fill. Other municipalities in general have semiweekly collection and "an attempt" is made in burning at the public dump.

Vermin: Some private control measures in certain localities. No general public program has been undertaken.

Housing: At time of survey 1-4 percent vacancies in some areas, and a small number of rooms for rent. "Doubling up" now beginning in some towns but tents and trailers not much in evidence as yet.

Health organization: None of the towns listed have independent full-time health departments; however, Dunn, Fayetteville, Southern Pines, and Aberdeen are served by county health departments.

Hospitals: There are 364 hospital beds in the area.

Welfare organizations: Cumberland County has a welfare organization with budget at \$137,140. The Salvation Army has three full-time workers and a budget of \$5,000. The Red Cross has one full-time worker, whose services are limited to aid to World War veterans. Cumberland County Blind Association has annual budget of \$1,800.

Outstanding needs: (1) That malaria drainage and maintenance projects for the area be continued and enlarged.

(2) More efficient methods and control in collecting and disposing of garbage.

(3) Extension of water and sewerage systems and improvement in sewage-treatment plants, and new sewage-treatment plant where none exist.

(4) More regulation and supervision of public milk supplies.

(5) Rodent-control program.

CAMP SHELBY AREA, MISS.

I. *Military area.*—Camp Shelby is an Army camp located in Mississippi about 8 miles southeast of Hattiesburg and 37 miles south of Laurel. The aggregate military strength is to be around 53,300. Ample good water is supplied without treatment from wells. Sewage is to be treated in a complete activated sludge plant. Garbage is sold on contract to be fed raw to hogs in the vicinity.

II. *Communities in critical area.*—Hattiesburg, 21,024; Ellisville, 2,607; Laurel, 20,602; Overt, 467; Sumrall, 819; Lumberton, 1,485; Purvis, 1,000; Wiggins, 1,141; Richton, 236.

III. *Industry.*—Hercules Powder plant only pertinent industry. Present employees number 506. No expected increase.

IV. *General character of area.*—Topography of surrounding area is rolling, with good drainage. Malaria is present in the area, but lowest rate in State. Two Work Projects Administration drainage projects in operation. Area except for Hattiesburg is rural. Dig wells and privies in use. Numerous food-handling establishments along United States Highway No. 49. State health department has detailed two inspectors to assist in the inspection of these establishments.

V. *Summary.*—Water: Hattiesburg, water obtained from wells; properly treated; meets Treasury standards. One cross connection needs adjustment. Supply ample for present and future demands. Laurel, supply unsatisfactory from both a physical and bacteriological viewpoint; disapproved by State board of health.

Sewage: Hattiesburg, 100 percent of population accessible; 75 percent connected. Sewerage system adequate for present and future demands; no treatment; discharged into stream; dilution ample. Laurel, 100 percent of population accessible; 50 percent connected. Sewerage will be adequate for present and future demands; no treatment. Industrial wastes plus city sewage produce considerable nuisance in Tullahalla Creek.

Food: Hattiesburg: Local ordinance complying with State regulations well enforced. Laurel: Regulations well enforced by two full-time inspectors.

Milk: Hattiesburg, 6 percent of supply pasteurized. 1939 United States Public Health Service milk ordinance enforced. 92 percent raw milk rating, 68 percent pasteurizing plant rating, 92 percent raw-to-plant rating. No history of milk-borne epidemics. Laurel, similar to Hattiesburg but about 75 percent as efficient. No history of milk-borne epidemics.

Garbage: Collected by municipal trucks and burned in municipal incinerators. Collection and incineration facilities considered adequate in both places.

Vermin: No special measures other than Work Projects Administration drainage projects for the control of mosquito breeding.

Housing: Problem acute in Hattiesburg with marked increase in rentals. No problem at present in Laurel.

Health organization: Full-time health units in all surrounding counties but one. Well-rounded public health program carried on. Forrest County (Hattiesburg) has a health officer, three nurses, one sanitary supervisor, one milk inspector, one laboratory technician, and two clerks with an annual budget of \$17,498. This unit is considered capable of handling its problems. Venereal disease control: Clinics are held in all surrounding counties; have full-time units except Lamar. Forrest County has four weekly clinics. Treatment for both gonorrhea and

syphilis. Prostitution well controlled by health unit in Hattiesburg. Cooperation between police and health officials very effective.

Hospitals: There are 278 beds available in 5 general hospitals. Hattiesburg and Laurel each have two hospitals and Lumberton one. There are 107 physicians and 38 dentists in the area.

Welfare organization: General relief is almost negligible. County department of public welfare is a branch office of State department of public welfare. Under State department there are the following: Division for the blind, division for surplus commodities, division of Civilian Conservation Corps selectees, children's division.

Outstanding needs: (1) Housing facilities.

(2) Mosquito control.

(3) Increased food inspectional work.

(4) Water and sewerage systems for Laurel.

DEFENSE INDUSTRY NEAR CHARLESTOWN, IND.

I. *Military area*.—The Indiana ordnance works now under construction to manufacture smokeless powder is located on Government property south of the town of Charlestown just outside the town limits and next to the Ohio River. It is estimated that the plant will employ from 6,500 to 10,000 men. Drinking water supply will probably be drilled wells located in the alluvial deposits along the Ohio River. These sources will be chlorinated. Industrial water supply will be obtained from wells near the Ohio River. Imhoff tanks have been suggested for treatment of domestic sewage; a settling pool, 24-hour capacity, for industrial wastes will run through open ditch $3\frac{1}{2}$ to 4 miles discharging into Ohio River 12 miles above Louisville, Ky.

II. *Communities in critical area*.—Cities and towns within 10-mile radius of Charlestown: Charlestown, 2,000; Sellersburg, 1,059; Speed, 800; Claysburg, 615; Utica, 500; Henryville, 400; New Washington, 275; Otisco, 200; Memphis, 200; Watson, 100.

There are 34 cities and towns with a 1930 population of 60,155 within a 25-mile radius. Louisville, Ky., is not included.

III. *Industries*.—None mentioned.

IV. *Summary*.—The only towns within 10-mile radius of Charlestown that have public water supplies and sewerage systems are Charlestown and Sellersburg.

Charlestown—Water: One 10-inch drilled well is at present supplying a sufficient quantity of water. An auxiliary source of supply should be made available immediately.

Sewage: The sanitary sewerage system and sewage-disposal plant are under construction. The system has a design population of 1,500 people.

Food: All public eating establishments in the 10-mile area are under surveillance of district health department No. 3. All new eating establishments must comply with the grade A requirements before opening.

Milk: About 50 percent pasteurized. All the larger producers of milk are in compliance with the grade A milk requirements.

Garbage: It is recommended that all communities should provide regular and frequent collection service.

Sellersburg: Similar set-up as Charlestown. In this case public water supply is failing fast.

Vermin: No mention.

Housing: Urban housing survey revealed that no dwellings or no rooms are available for rental in any of 10 towns within the 10-mile radius of Charlestown. Rural housing survey disclosed inadequate facilities. In New Albany there are 44 single-family dwellings vacant and 31 under construction; in Jeffersonville, 3 dwellings vacant and 15 under construction; in Scottsburg, 6 vacant and 12 under construction; in Crofton, 13 vacant; in Salem, 2 vacant; in Madison, 6 vacant; in North Madison, Hanover, and Galena, 6 vacant.

Health organization: District health department No. 3.

Hospitals: None mentioned.

Welfare organizations: None mentioned.

Outstanding needs: (1) Assignment of two sanitary engineers to the personnel of district health unit No. 3.

(2) (a) A housing development, especially at cities where new units will be assimilated later by the general population; (b) inexpensive transportation facilities; (c) encouragement of new construction in areas where approved public water supply and sewerage facilities exist, or where an extension of water mains and sewers is possible; (d) a general sanitation improvement for rooming and boarding in rural areas.

(3) (a) An auxiliary well and pumping equipment to the Charlestown water supply, also an auxiliary source of power; (b) extensions to the sewerage system for Charlestown.

(4) Additional source of water supply for Sellersburg and completion of the sewage-treatment works.

(5) Public water supplies for the the towns of Henryville, Utica, and North Madison, all in Indiana.

(6) Sewage-treatment works to provide 45-percent removal of suspended solids at New Albany, Jeffersonville, Clarksville, and Madison.

(7) Public eating establishments made to comply with grade A standards.

(8) Adopt grade A milk ordinances.

(9) Regular and frequent garbage collection and disposal.

(10) Immediate improvements to water-supply and sewerage systems of schools in the 10-mile area.

(11) Proper drainage for mosquito control.

ROCK ISLAND ARSENAL, ILL.

I. *Military area*.—164 troops, 10 officers, and 7,200 civilian employees in Rock Island Arsenal.

II. *Communities in critical area*.—Rock Island, 42,647; Moline, 34,599; East Moline, 10,859; Silvis, 2,985; Milan, 1,206.

III. *Industries*.—In addition to the ordnance arsenal there are two important industries, namely: Deere & Co., 5,000 (agricultural implements); International Harvester Co., 6,000 (machinery and metal products).

Industrial wastes and sewage are discharged into the Mississippi River. Rock Island Arsenal obtains water from Mississippi River and treats it to conform with United States Public Health Service standards for drinking water. Refuse burned in open.

IV. *General character of area*.—Part of the area is underlain by water bearing creviced limestone formations. Covering is so thin in areas that danger of water pollution exists. A quadrimaculatus mosquito is present. The present regular program of raising and lowering water levels in United States Government navigation pools thought to be adequate. Shore lines have been cleared. Four tourist camps in nearby area have sanitary defects which might be considered a health hazard.

V. *Summary*.—Water: For the larger cities of Rock Island and Moline the water supply is obtained from the Mississippi River. The water received prechlorination, coagulation, sedimentation, filtration, addition of lime for corrosion control if necessary, and postchlorination. East Moline uses deep wells with continuous chlorination. Silvis and Milan use wells from a questionable strata without treatment. In general, the supplies are safe and adequate. There is considerable excess capacity when all supplies are grouped. Individual excess capacity can take care of limited population increases.

Sewage: Rock Island has an adequate sewerage treatment plant which discharges its effluent into the Mississippi River. Moline has an Inhoff tank and treatment which is inadequate. East Moline and Silvis discharge untreated sewage into the Mississippi and Rock Rivers. Milan has no public sewer system but uses mostly septic tanks instead. Sewage disposal apparently is a problem in this area.

Food: Information not given in report.

Milk: Approximately 95 percent of the milk produced in the area is pasteurized. There are no ordinances in effect and no laboratory control. Pasteurization plants inspected at least once each 2 months by State Health Department.

Garbage: Regular collection and mostly sold for hog-feeding purposes.

Vermin: No special control measures.

Housing: Few vacancies—situation becoming acute

Health organizations: Rock Island has a full-time lay health officer and a plumbing inspector. Moline has a full-time lay health officer. Both have part-time physicians. It is the duty of the health officers to administer the rules and regulations of the State Health Department and city of Rock Island. East Moline and Silvis have part-time medical health officers. Public-health work is limited. Venereal disease control: There is only one treatment clinic for indigent patients in the entire county. There is a county clinic nurse and a lay investigator to do follow-up work.

Medical care: Four hundred and seventy-three general hospital beds available; 133 physicians and 65 dentists practice in the area.

Outstanding needs: (1) Adequate full-time health unit.

(2) Adequate sewage disposal and treatment facilities.

(3) Private or public housing developments.

PROPOSED MACHINE TOOL PLANT, DAVENPORT, IOWA

I. *Military Area*.—None.

II. *Communities in critical area*.—Davenport, 65,000.

III. *Industries*.—Machine tool plant, 8,000 to 10,000 employees anticipated. Plans for housing, water, and sewage not made at present.

IV. *General character of area*.—Not given.

V. *Summary (Davenport)*.—Water: Source is the Mississippi. Water treated and considered safe. Operation of treatment plant excellent. Present system serving 90 percent of population is adequate for moderate expansion.

Sewage: Treatment plant designed for 75,000. Efficiency of 30 percent to 35 percent. Effluent to Mississippi River.

Milk: Eighty percent of milk consumed is pasteurized. Ordinances in effect. Now working on United States Public Health Service ordinance. Estimate of compliance: Raw milk, 50 percent; pasteurized milk, 70 percent.

PROPOSED SHELL-LOADING PLANT NEAR BURLINGTON, IOWA

I. *Military area*.—None.

II. *Communities in critical area*.—Burlington 27,000; Fort Madison, 13,779.

III. *Industries*.—A proposed shell-loading plant to employ between 12,000 and 15,000 people. Plans for housing, water supply, sewage disposal, and health, welfare and medical care for employees not yet developed.

IV. *General character of area*.—No information.

V. *Summary*.—Water: Both Burlington and Fort Madison obtain water from Mississippi River. Both supplies receive routine treatment which is approved. Both supplies and systems are considered adequate at present.

Milk: Lack enforcement of an obsolete ordinance in Fort Madison. 90 percent of milk consumed in Burlington is pasteurized. United States Public Health Service ordinance in effect. Raw milk 70 percent compliance; pasteurized milk, 70 percent compliance.

DEFENSE INDUSTRIES NEAR WICHITA, KANS.

I. *Military area*.—None.

II. *Communities in critical area*.—Wichita, 109,945.

III. *Industries*.—There are to be four airplane factories located on the southeast outskirts of the city of Wichita beyond the city limits. Between 15,000 and 20,000 men are to be employed. All water is to be obtained from the city supply of Wichita and all sewage will be discharged into the city system except in the case of Culver where an old industrial septic tank and disposal field are available. Adequacy of the system is questionable. 1. Beach. 2. Stearman. 3. Cessna. 4. Culver.

IV. *General character of area*.—The city and environs are slightly rolling with good drainage to the Arkansas River. There is no malaria problem and the general mosquito nuisance is not excessive.

V. *Summary*.—Water: Source is 25 new wells located 35 miles southwest of the city. Treatment plant includes coke tray aerators, rapid mix and slow mix with flocculators, mechanically raked clarifiers, final settling tanks, filtration, and chlorination. Treasury standards are met. System is adequate for the increase in population anticipated.

Sewage: City sewage treated in a plant consisting of a coarse screen and grit chamber, preaeration chamber, mechanically raked clarifiers, sludge digestors, and sludge drying beds. There is no secondary treatment. Effluent is discharged into Arkansas River. The system is adequate for present and future demands. The treatment is not considered adequate for preparing the effluent.

Food: Food ordinances are adequate and fairly well enforced by two city inspectors and one county engineer.

Milk: Seventy-five percent of milk consumed is pasteurized. The United States Public Health Service ordinance is in effect. The extent of compliance is 91 percent of both raw and pasteurized milk. State board of health runs a check survey annually.

Garbage: There is a questionable ordinance in effect with unsatisfactory compliance. Private contractors collect garbage which is fed uncooked to hogs; also refuse which is dumped on one of two city dumps inadequately maintained.

Vermin: No special control measures.

Housing: Kansas legislature did not pass the house enabling act so United States Housing Authority cannot operate unless possibly as an emergency. There are no housing developments at the plants for employees at present and none is anticipated. All available housing space is believed to be occupied.

Health organization: Wichita city and Sedgwick County each have full-time health units. The two units work separately in the fields of sanitation and communicable disease control but together especially in the fields of venereal-disease and tuberculosis control. The Sedgwick County unit has a budget of \$22,490 and carries out a well-rounded public health program. The Wichita unit has a \$30,500 budget which is limited almost entirely to the field of sanitation. A part-time health officer is in charge but the other 14 staff members are full time. No nurses are employed. Nurses employed by the schools and private nursing association carry out a routine public health nursing program.

Venereal-disease control: The Sedgwick County unit runs two treatment clinics weekly with a case load of about 80. Case finding and holding is done by the nurses. The program is limited.

Hospitals: 929 general hospital beds are available; 154 physicians and 57 dentists practice in the county.

Welfare organization: The county board of welfare is composed of the county commissioners. A full-time director is employed. Expenditures not available. Very little money spent on medical care. County hospital for county residents of 1 year.

Outstanding needs: (1) Reorganization of Wichita health unit; (a) Full-time director; (b) Public health engineer; (c) Public health nurses.

CAMP JOSEPH T. ROBINSON, LITTLE ROCK, ARK.

I. Military area.—Camp Robinson, an Army camp, is located 4 miles north of Little Rock, Ark. The aggregate military strength is expected to be 30,000 troops. The water supply is to be obtained from the city of Little Rock. A sewage-treatment plant now under construction has been approved by the State board of health. Garbage disposal is not mentioned.

II. Communities in critical area.—Little Rock, 88,129; North Little Rock, 21,132; Sylvan Hills, 1,000; Lonoke, 1,674; Levy, 1,197; Park Hill, 1,189; Beebe, 1,108; Cabot, 684; Conway, 5,534.

III. Industries.—None mentioned.

IV. General character of area.—The topography is generally very rugged, with slopes predominantly 8 to 12 percent and greater. There are numerous ravines, many of which contain permanent pools throughout the summer season. An investigation of mosquito breeding revealed the presence of *A. quadrimaculatus*. Very little drainage is necessary. Control by oiling is recommended.

V. Summary.—Water: The water supply of Little Rock, North Little Rock, Levy, and Park Hill is ample and is derived from an impounded lake. It is treated to meet strict Treasury requirements. Sylvan Hills obtains water from deep wells. The water is treated by aeration, coagulation, filtration, and chlorination. It is checked occasionally by the State health department. At Conway water is obtained from a creek and given conventional treatment, including chlorination. Beebe, Lonoke, and Cabot use untreated well water.

Sewage: Little Rock has a sewerage system which should be adequate for future needs. Ninety-eight percent of the population is connected. North Little Rock has a sewerage system which is available to 85 percent of the population; 75 percent are connected. The system is not adequate. In Levy the system is available to all but 10 houses, but only 50 percent of the population are connected. Park Hill is 100 percent sewerred. Levy and Park Hill discharge their sewage into the North Little Rock system. Treatment is not provided in any system. The sewage in Conway and Lonoke is collected and treated. Beebe uses a large septic tank for its population. In Sylvan Hills and Cabot no public sewerage system is available, so numerous septic tanks and privies are in use.

Food: Ordinances are adequate and personnel are available in Little Rock, but the program is new and not well under way. North Little Rock has adequate ordinances, enforced by one man, on milk and food only, from the health department. In other communities State regulations are enforced by the county health department.

Milk: Little Rock, North Little Rock, Levy, Park Hill, and Sylvan Hills in general have the same milk supply. All supplies are supervised by the State health department. The United States Public Health Service ordinances and code are in effect. The ratings are 96 percent raw and 95 percent for pasteurized. Fifty-one percent of the milk consumed is pasteurized. Laboratory control and inspection locally is also maintained in Little Rock and North Little Rock. No information on Conway. Most of the milk consumed in Lonoke is pasteurized. It is supervised by the State health department. In Cabot and Beebe most of the milk consumed is raw. No supervision is maintained.

Garbage: Garbage and refuse are collected by the city in Little Rock, refuse by the city and garbage by private individuals in North Little Rock. Garbage is fed uncooked to hogs and refuse is burned on a dump. In the other communities individuals dispose of their own garbage.

Vermin: There are no measures for control except in Little Rock and North Little Rock where an effort is made to control flies and mosquitoes; flies by proper garbage disposal and mosquitoes by drainage and oiling.

Housing: There is no acute shortage nor have rents increased in Little Rock. There is a shortage and rents have steadily increased in North Little Rock. In Levy, people are living in trailers promiscuously scattered over certain parts of the city. Park Hill and Sylvan Hills are well to do residential towns and have strict housing ordinances. No problem is reported in these two towns. No information available in the other communities.

Health organization: There are full-time health units in this area, Little Rock has a budget of \$50,000, \$59,000 is spent for general public health and venereal-disease control; a balanced program of public health is operated. Pulaski County has a budget of \$19,680. The usual program of general health work is in progress with emphasis upon venereal-disease control. Faulkner-Cleburne County has a budget of \$12,900. The program is the usual rounded activity of a county unit. White County has a budget of \$12,600. The program is balanced. North Little Rock and Lanoke County have part-time units.

Venereal-disease control: Limited venereal-disease control programs are carried on in all units, but the more intensive programs are carried out in Little Rock and Pulaski County. Pulaski County operates 3 weekly clinics with a load of 800 to 1,000. Case finding and holding are done by the 2 nurses in connection with their routine duties. Prostitution is a difficult problem. Two weekly clinics with a case load of about 900 are operated. Case finding and case holding is done by the nurses. It is not adequate.

Hospitals: Little Rock has 957 general hospital beds available. Faulkner County has 40 beds, White County has 69 beds. There are 194 physicians and 65 dentists in Pulaski County, including Little Rock; 27 physicians and 3 dentists in Faulkner County; 23 physicians and 2 dentists in Lanoke County; 30 physicians and 5 dentists in White County.

Welfare organization: Pulaski, Faulkner, and Lanoke Counties have full-time welfare units which are units of the State department of welfare. Relief consists of old-age assistance, aid to dependent children, aid to blind, and general relief, and hospitalization. There are several private agencies in Little

Rock which render direct relief. The State units do little of this type of work.

Outstanding needs: (1) Venereal-disease control and measures to check prostitution; (2) housing; and (3) consolidation of several units and expansion of the one.

SAN ANTONIO MILITARY AREA, TEX.

I. *Military area*.—Located in Bexar County, Tex., in and around San Antonio. All military establishments under jurisdiction of Army.

Military establishment:	<i>Expected military population</i>
Fort Sam Houston.....	21,000
Brook Field.....	1,920
Camp Bullis.....	
Camp Normoyle.....	1,146
Camp Stanley.....	
Dodd Field.....	
Duncan Field.....	300
Kelly Field.....	3,300
Randolph Field.....	4,800

There are adequate water supplies and sewage disposal facilities for all these Army posts. Measures have also been taken to assure proper facilities in case of emergencies. Better supervision of the plants is recommended however. There is a problem at present at Duncan Field. The sewage-disposal plant is overloaded and industrial wastes are killing some fish in the stream into which the wastes are discharged. Measures are being taken to correct this.

Raw garbage is sold to farmers to feed to hogs. Refuse is burned.

II. San Antonio is the only community of note in the area.

III. *Industry*.—No industries connected with national defense.

IV. *General character of area*.—Topography is moderately hilly with fertile plain between San Antonio River and Leon Creek. Mosquitoes, including *Aedes acgypti*, are plentiful, but malaria reported not to be problem. Area is rural and sparsely settled except in and around San Antonio. Numerous tourist camps and food-handling establishments on main highways leading to San Antonio. Reported not to present a problem. Mitchell Lake, which receives sewage from San Antonio treatment plant, also has been used as reservoir for irrigation of area raising vegetables. Close supervision needed to prevent any contamination of vegetables in this way.

V. *Summary (San Antonio)*.—Water: Three principal defects noted (1) lack of chlorination facilities; (2) lack of adequate bacteriological control; (3) interconnections with other water supplies of undetermined sanitary quality, and numerous cross connections.

Sewage: Efficient sewage-treatment plant working at capacity now. Need for expansion beginning to be felt.

Food: Adequate city ordinance in effect in city. Good supervision by limited personnel. Texas food and drug laws in effect outside San Antonio. Special attention given to food-handling establishments along main highways by county personnel.

Milk: Efficient supervision by city, county, and State. United States Public Health Service milk ordinance and code (1936) in effect; 82 percent of milk pasteurized.

Garbage: Part collected and incinerated, part fed raw to hogs.

Vermin: No special measures to control.

Housing: Slight amount of doubling up but no real problem. Expect problem to rise slowly as population increases.

Health organization: Full-time city health department, with total budget of \$182,020. Limited general public-health program carried on. There is also a county health unit. Chief function is to render medical care to indigents. Public health activities are a minor activity. Supported entirely by county funds. Venereal disease control: One clinic held in San Antonio with case load of 2,100. Follow-up work by a specially trained and several general nurses. Police and health departments work together in controlling prostitutes and venereal diseases. Prostitution a real problem.

Medical care: Approximately 886 general hospital beds available to residents of San Antonio in addition to some others available in small institutions not registered; 395 physicians and 148 dentists reported in San Antonio.

Welfare organizations: Full-time Bexar County-San Antonio welfare department. State and Federal Government administer 99.5 percent of direct relief, old-age assistance, surplus commodity distribution, child-welfare service, supervision of certification and determination of eligibility of various Federal relief programs and county institutions for dependent and delinquent children.

Outstanding needs:

- (1) Increased venereal disease treatment and prostitution control.
- (2) Chlorination of San Antonio water supply.
- (3) Close supervision of planes returning from Panama and Mexico.
- (4) Close supervision over irrigation district near Mitchell Lake.
- (5) Better housing.

CORPUS CHRISTI-NEUCES COUNTY MILITARY AREA

I. *Military area.*—The main base of the naval air station is situated approximately 13 miles southeast of Corpus Christi, Tex. There are three other smaller air fields located in the vicinity. The aggregate military strength is expected to reach 30,000 by 1942. The sources of water at all fields is the public supply of Corpus Christi. Each field will be provided with an efficient sewage treatment plant. Information concerning garbage disposal was not available.

II. *Communities in critical area.*—Corpus Christi, 57,443; Robstown, 6,700; Bishop, 1,327; Driscoll, 250; Rockport, 1,705; Aransas Pass, 4,153.

III. *Industries.*—No major industries associated with national defense.

IV. *General character of area.*—The area is on a level coastal plain with a gentle slope toward the Gulf. There are no swamps nearby, and soil is a tight black loam, making hookworm disease unknown. Very little history of malaria. Tourist camps and food-handling establishments in the area are attempting to comply with items of sanitation.

V. *Summary.*—Water: Corpus Christi and Robstown obtain water from the Neuces River and Lake Corpus Christi. Both have efficient treatment plants with laboratories, and both meet Treasury standards. Supply is adequate for present and future needs. Corpus Christi has a capacity of 18,000 gallons per day. The other communities use drilled wells without any treatment. Monthly analyses are run by Texas Department of Health. Supplies are deemed adequate for present and future needs.

Sewage: Corpus Christi has an efficient collection system and treatment for present and 3 to 5 years' future growth unless growth occurs in low area where additional plant is necessary. Robstown also has an efficient sewerage system with a treatment plant adequate for present and future needs. Bishop uses a large septic tank for the entire community. Its efficiency is questionable. Aransas Pass uses an Imhoff tank, sludge drying beds and hyporblarinator. Driscoll has no public sewerage system. Rockport has Work Projects Administration project for a system under consideration.

Food: The Corpus Christi-Neuces County health unit has two public health engineers, a milk sanitarian, and seven additional sanitarians who handle the various activities of the unit. Several ordinances for food control are in effect. Routine inspections are carried out. Rockport and Aransas Pass have little, if any, work done in this field.

Milk: The milk situation is favorable in Neuces County. The pasteurized and raw milk both are rated above 90 percent. An ordinance comparable to the United States Public Health Service ordinance is in effect and is enforced. Ninety percent of the milk consumed in Corpus Christi is pasteurized. Rockport and Aransas have little if any milk work done. The raw milk rating is 55 percent.

Garbage: Corpus Christi and Robstown have adequate ordinances, adequate storage and adequate disposition by incinerator or dump. Bishop has a collection system but uncooked garbage is fed to hogs. Driscoll has no public collection system and feeds most of garbage to hogs. No information on Aransas.

Vermis: In Neuces County an attempt is made to eliminate breeding places

for flies and to keep all drainage ditches open. Malaria is not a problem. In Corpus Christi rats are poisoned.

Housing: Corpus Christi has an acute housing shortage. Rents are up to 10 and 33 percent. No information on Robstown, Bishop, and Driscoll. Rockport and Aransas Pass have no problem at present but the number of vacancies is small.

Health organization: The Corpus Christi-Nueces County health unit has a well-qualified director, seven part-time physicians, two part-time dentists, two public-health engineers, a milk sanitarian, seven nurses, seven sanitarians, a veterinarian, a laboratory director, a technician and four clerks. The total budget is \$63,260. A fairly well-balanced program is carried on. Venereal-disease control—five clinics in Corpus Christi and one clinic in Robstown are conducted. They are well-operated. Case finding and holding are performed by the nurses. More nurses are needed. Little control is exerted over prostitution.

Hospitalization: One hundred and ninety-six general hospital beds are available in the area. There are 88 physicians and 33 dentists in Nueces County.

Welfare organization: Corpus Christi unit has a full-time director and a full-time clerk on a \$12,000 annual budget. Mostly direct relief as food and milk is given. There is also a full-time director for the county unit. The \$23,391.60 annual budget is mostly used for direct relief, including \$9,000 for hospitalization.

Outstanding needs: (1) More efficient control over prostitution and venereal disease.

(2) Tuberculosis control.

(3) Sanitation (tourist camps, beer parlors, honky tonks).

(4) Welfare.

(5) Housing.

FORT LEWIS AREA, STATE OF WASHINGTON

I. Military area.—Includes Fort Lewis Military Reservation, containing Fort Lewis, Camp Murray, McChord Air Field, du Pont Powder Works and testing area, town of Du Pont, city of Tacoma, and the city of Olympia.

Fort Lewis is located about 13 miles east of Olympia and 13 miles southwest of Tacoma by United States Highway No. 99. The area is quite flat, with a few depressions and ridges. Water-supply sources are springs. Sewage is discharged, without treatment, through two outfalls into Puget Sound. Nonedible refuse is disposed in a sanitary fill; edible is disposed for feeding of hogs.

II. Communities in critical area.—Olympia, 13,178; Tacoma, 107,520.

III. Industry.—(1) Du Pont Powder Works located immediately across from Fort Lewis headquarters. The town of Du Pont includes offices, stores, and homes of employees. The water supply for the town and industry are two wells. The town is completely sewered, and all wastes, including industry, are discharged without treatment into Puget Sound. Number of employees not known.

(2) Lumber mills, shipyards, pulp mills, and chemical industries at Tacoma.

(3) Lumber mills and yards are in Olympia.

A. The total military population is 50,000 men.

IV. General character of area.—The Fort Lewis Military Reservation is irregular in shape and located entirely within Pierce County. The average elevation is less than 100 feet above sea level. There are a few swampy areas along stream banks that are not prolific mosquito-breeding areas. The reservation is higher in the east and general drainage is toward the west.

V. Summary.—(a) Olympia. (b) Tacoma.

Water: (a) The water supply is 33 drilled wells considered adequate and satisfactory and is accessible to the total population. Fourteen thousand persons are served. The per capita consumption is 98 gallons per day.

(b) A surface supply secured from Green River, with watershed sparsely settled. This water is chlorinated. A ground-water supply is secured from 10 wells. This is also chlorinated. The average consumption is 266 gallons per capita per day. Both supplies are adequate and satisfactory in quality.

Sewage: (a) Eighty-five percent of population is sewered, discharging waste untreated into Puget Sound. Some privies, cesspools, and septic tanks are used. There are no local ordinances governing waste disposal.

(b) Eighty percent of the population is served by sewers; the rest is served by privies, cesspools, and septic tanks. Domestic and industrial wastes dis-

charged into Puget Sound without treatment. There are no records of nuisances. There are no local ordinances governing the disposal of wastes.

Food: (a) Regulations of the State department of health; the State department of agriculture to certain establishments. Regulations enforced by local officials in lieu of local ordinances.

(b) Food control is exercised in a limited manner by the city health department.

Milk: (a) Bicounty health unit has a dairy inspector under general supervision of the State milk sanitarian. Milk production and sale including sanitary control is a function of the State agriculture department.

(b) Two city inspectors are employed. This is not a standard ordinance city but requirements are met as a result of standards set by Fort Lewis authorities.

Garbage: (a) Disposal is by sanitary fill method. There are both local ordinances and State health department regulations.

(b) Local ordinances control both collection and disposal. Regulations of the State health department also apply.

Vermín: No special measures for the control of vermin.

Housing: (a) Acute shortage of housing facilities. The shortage is being relieved by new construction.

(b) Acute shortage of housing facilities.

Health organization: Pierce County health department has a general program but does not include housing, general sanitation, food control, and milk sanitation.

Venereal disease: The city of Tacoma health department has programs fairly adequate except for venereal-disease control, housing and food control. Thurston county health department (including Olympia) has a general health program adequate for normal conditions but medical care is subject to improvements. Lewis County Health Department has a program inadequate in direction, planning, and accomplishment.

Welfare organizations: No information obtained.

Outstanding needs: (1) Full-time health department in Lewis County.

(2) Additional personnel for Pierce County Health Department.

(3) Housing.

(4) Control of venereal disease and prostitution.

(5) Water and sewage.

SAN DIEGO, CALIFORNIA AREA

I. *Military area*.—Fort Rosecrans, Army, 2,500; Torrey Pines, Army, 10,000; Camp Elliott, Navy, 8,000; rifle range, Navy, 2,500; naval training station, Navy; destroyer base and naval fuel depot, Navy; naval air station, Navy; Army air station, Army; Marine Corps base, Navy.

All units are located in or adjacent to the city limits of San Diego. The area in the vicinity of Torrey Pines, the rifle range, and Camp Elliott is hilly and affords good drainage. All present and proposed units will be supplied with water from the city of San Diego. All units except the rifle range, Camp Elliott, and Torrey Pines will be served by a trunk sewer and treatment plant to be constructed along the bay. New treatment plants with plans approved by the State health department are to be built for the rifle range, Camp Elliott, and Torrey Pines. Garbage is fed to hogs and refuse is burned.

II. *Communities in critical area*.—San Diego, 147,995; National City, 7,301; Coronado, 5,425; Chula Vista, 3,869; La Mesa, 2,513; Leman Graves, 1,200; and El Cajon, 1,050.

III. *Industries*.—San Diego for some time has been a center for airplane manufacturing. Growth has been continuous so no marked problem is expected from industry.

IV. *General character of area*.—San Diego is a large city with several smaller towns surrounding. It is not believed that they will be materially affected by any population increase. There are numerous tourist and trailer camps in the city to accommodate a temporary population. Sanitary conditions are generally good. A relatively small number of privies are in use and these are of the approved type.

V. Summary (San Diego).—Water and sewage: The water supplies and sewage-disposal systems in the unincorporated towns have been under the strict supervision of the county health department and the State health department has maintained active contact with the incorporated areas.

Milk: Eighty percent of the milk consumed in the area is pasteurized.

Garbage: Generally disposed of by feeding garbage to hogs and burning refuse.

Housing: Problem is acute.

Health organization: Well-operated full-time health unit with a \$202,755 budget in operation. The public-health program is a well-rounded program and is carried out under the direction of an experienced health officer and a corps of trained and experienced public-health workers.

Venereal disease control: Treatment clinics are operated by one full-time medical director and two part-time clinic physicians. Two public-health nurses and one male venereal disease investigator do follow-up work.

Medical care: One thousand and thirty-two general hospital beds are available.

Welfare organization: An excellent welfare program is carried out on a cooperative basis by the county and State welfare departments. The program includes aid to the aged, aid to the blind, pensions for widowed mothers, general relief for unemployables, inspection and supervision of homes for dependent and orphaned children, inspection and supervision of convalescent homes, and administration of the crippled children's program.

Outstanding needs: (1) Housing; (2) additional public-health personnel.

A DIGEST OF DEFENSE DEVELOPMENTS

HAMPTON ROADS AREA, VIRGINIA

(From materials available March 21, 1941, in Office of Coordinator of Health, Welfare, and Related Defense Activities)

A. Relationship between defense areas and communities.¹

Norfolk and Virginia Beach:

Army:

Camp Pendleton, 1,800 men.²

Fort Story.

Norfolk Army supply base.

Fort Norfolk.

Navy yard and naval operating base.

Fifth naval district headquarters.

Shipbuilding.

Portsmouth:

Nansemond Ordnance Depot, Army, 200 men.

Norfolk Navy Yard radio laboratory.

Norfolk Naval Hospital.

Naval ammunition depot.

Marine barracks.

Shipbuilding.

Newport News, Hampton and Phoebus:

Army:

Fort Eustis, 10,800 men including 400 colored.

Fort Monroe, including Fort Wool.

Langley Field and vicinity, 7,100 men.

Shipbuilding.

Yorktown: Naval mine depot.

Norfolk: 1940 population, 143,273. Economic character, lumber, fishing, shipbuilding, foundries. Local government, city manager.

Portsmouth: 1940 population, 50,687. Economic character, navy yard, ammunition plant, cotton oil processing, soybean processing, hosiery manufacturing. Local government, city manager.

Newport News: 1940 population, 36,933. Economic character, shipbuilding and repairing, turbines, tobacco. Local government, city manager.

¹ See footnotes on pages 4365-4366.

B. General situation.

Hampton Roads may be largest military center in country, counting soldiers, sailors, flying force.³ As of January 1941, about 25 percent of people in whole area making living, directly or indirectly, from defense activities.^{4,5}

Norfolk the focal point of whole area.⁴ Army personnel from nearby posts spend leisure here in increasing numbers.⁶ All Government functions taxed to utmost, but city will do its share. Many newcomers only temporary nontax-paying residents. Remembering last war, Norfolk unwilling to spend heavily for such population, feels aid should come from Federal Government for extra burdens resulting from defense.^{4,5}

Newport News, great shipbuilding center, has also large soldier problem. Rapid increase in population, especially in single industrial workers.⁷

Portsmouth different from other cities in area. With large Negro and large poor white population, many Federal Government centers here. City acquires defense problems, but no taxes from Federal Government, needs help.⁸

Mr. Charles P. Taft, Assistant Coordinator of Health, Welfare, and Related Defense Activities, to visit Hampton Roads area in late March 1941.⁹

C. Defense organization.

Hampton Roads Regional Defense Council, representing major communities in area, established November 6, 1940, coordinated with State Defense Council.¹⁰ Key men of regional council: Maj. Raymond B. Bottom, chairman; and Andre Faure, serving both as secretary and as full-time paid executive.¹¹ Fund allotments to regional council: State, \$8,000; Norfolk, \$2,000; Portsmouth and Newport News, each \$1,000; total \$12,000.^{5,11} Regional recreation representative reports regional council's needs for full-time community organizer.¹¹ Congressman S. O. Bland of Virginia has urged creation of a Federal agency for Hampton Roads area with authority to act on hospitalization and sanitation, traffic congestion, water and sewerage facilities, school facilities, and recreation.¹²

Norfolk, Newport News, and Virginia Beach awake to defense problems. Portsmouth needs promotional and organizational help to arouse public opinion.⁸

Norfolk's Defense Recreation Committee appointed in September 1940 by city manager with city council's approval.¹³ Committee inactive until enlarged January 1941. New committee represents practically all organizations.¹⁴ Chairman, Richard D. Coke. Secretary, Ford C. Stewart, also city director of recreation. Offices of city recreation department shared by local recreation committee.^{4, 13}

At Virginia Beach, a defense recreation committee organized, to be integrated with Virginia Beach Defense Council, when latter is set up. Chairman, defense recreation committee: Don Seiwel, managing director, Virginia Beach Chamber of Commerce. Defense recreation committee cooperating with Hampton Roads Regional Defense Council, State defense council, and similar bodies in Norfolk and adjacent area, but Norfolk and Portsmouth essentially Navy-minded, Virginia Beach concerned mainly with Army.¹⁵

At Newport News, organization of a local defense recreation committee, similar to Norfolk's, planned.

Portsmouth as yet unorganized.⁸

D. Housing.

Housing one of principal concerns of Hampton Roads Regional Defense Council.^{3, 16} As of January 1941, communities within 25 miles of Norfolk saturated.⁵

Housing shortage acute in Norfolk. In December 1940, men from shipyards living two or three to a room.¹⁷ Rents for tenements increased as much as 50 percent; social workers alarmed. After long real-estate depression and remembering last war, Norfolk reluctant to embark on public housing projects. Shocking slums, mostly Negro. While vacancies for whites a problem, vacancies for Negroes rarer.^{18, 19}

In Portsmouth all hotels, rooming houses, homes crowded. Some registration and billeting done, but most people shifting for themselves.⁸

At Newport News, room renting a business second only to shipbuilding. Poorer people do not rent room, only a bed.⁸

See footnotes on pages 4365-4366.

Federally approved housing program for Hampton Roads area as of Feb. 11, 1941^{1,2}

Locality	Defense activity	Family units	Intended occupants	Construction agency
Langley Field.....	Army air field.....	350	Enlisted men.....	Federal Works Agency.
Newport News.....	Shipbuilding.....	1,200	Civilian defense workers.	Navy.
Do.....	do.....	500	do.....	Local authority.
Do.....	do.....	2,200	do.....	To be determined later.
Phoebus.....	Fort Monroe, Army.....	90	Enlisted men.....	Federal Works Agency.
Yorktown.....	Navy mine depot.....	100	do.....	Navy.
Do.....	do.....	30	Civilian defense workers.	Do.
Virginia Beach.....	Fort Story, Army.....	50	Enlisted men.....	Federal Works Agency.
Norfolk.....	Naval Operating Base.....	1,062	Enlisted men and civilian defense workers.	Navy.
Do.....	do.....	500	Enlisted men.....	Local authority.
Do.....	do.....	2,000	Civilian defense workers.	Private.
Portsmouth.....	Navy yard.....	150	do.....	Navy.
Do.....	do.....	510	do.....	Local authority.
Do.....	do.....	350	do.....	Private.
Do.....	do.....	150	do.....	To be determined later.
Do.....	do.....	565	Enlisted men.....	Federal Works Agency.

¹ Report Feb. 11, 1941 on approved housing program by Division of Defense Housing Coordination, Office for Emergency Management, Executive Office of the President.

² Defense Housing Construction Bulletin 14 on status of projects under Federal Works Agency for week ending Mar. 15, 1941 shows no change in figures for Federal Works Agency construction.

E. Roads.

Traffic congestion problem in Hampton Roads area thoroughly explored November 28, 1940 in Norfolk meeting attended by representatives of Army, Navy, various Federal agencies, Hampton Roads regional defense council, Virginia State and local agencies. Defense highway projects recommended by United States Bureau of Public Roads in late 1940. In January 1941, regional defense council seeking additional Federal funds to speed these projects. Frank Bane, Division of State and Local Cooperation, then negotiating with United States Bureau of Public Roads and State defense council.^{20 21}

F. Health.

In fall 1940 Virginia State Health Department reported health survey made of Hampton Roads area hospitals and clinics deemed sufficient to cover normal situation.¹⁸ State defense council and Hampton Roads regional defense council at work to meet emergency. Branch of State health department established in area to correlate health activities. Norfolk, Newport News, and Portsmouth have their own health departments, in addition to county health departments.²² Expansion of water and sewerage facilities has been special problem.^{21 23}

Federal funds sought for expansion of hospital facilities in Newport News and Hampton.²⁴ Norfolk hospitals expanding.²⁵

Norfolk milk situation reported bad as of December 1940. Large quantity imported. More milk inspectors needed. Best milk will go to military posts. Danger of inferior milk for civilians.²²

Veneral disease control a special problem. Red light districts in Norfolk and Portsmouth closed at suggestion from Washington and from American Social Hygiene Association. Difference of opinion in Norfolk regarding advisability of move. As of November 1940, Virginia Public Health Service had already added a veneral disease clinic to facilities of Hampton Roads area.^{4 5 6 15}

G. Welfare.

Hampton Roads area has had to import numbers of skilled workers from other areas.¹⁸ While Work Projects Administration working load same as about a year ago, Work Projects Administration applications and waiting list greatly reduced. As of November 1940, number of recently reemployed sufficient to have absorbed practically all employable males, had they required skills and were there no racial question. Most difficult problem: Unskilled workers.^{6 13} In one known instance in this area, private contractors' failure to clear labor needs with State Employment Service before recruiting elsewhere has deprived local

labor of employment opportunities.²⁸ Private agencies such as Travelers Aid helping stranded newcomers who fail to get jobs.^{4 5 10}

Sharp decreases in general relief recipients throughout area. Grants for social security and general relief affected by rent increases.^{5 15 19}

Acute problem: Young girls coming into area for jobs and drifting into amateur prostitution. Further problem of unmarried expectant mothers following "fiances" in naval forces here. Private agencies trying to contact man and naval authorities. Some cases result in marriage, others in girl's necessity to return home for needed care.^{5 18}

H. Education.

On basis of information from State education officials, United States Office of Education, as of December 1, 1940, estimated following school needs for Hampton Roads area:²⁷

	On Federal reservations	Not on Federal reservations
Number of additional children to be accommodated September 1941.....	3,560	3,810
Number of additional teachers required September 1941.....	110	124
Funds needed for expansion of school and school transportation facilities.....	\$1,315,250	\$1,060,140

1. Recreation.

As of February 26, 1941, Arthur H. Jones appointed field recreation representative for Hampton Roads area by coordinator of health, welfare, and related defense activities. James E. Rogers, regional recreation representative covering Virginia and other States in region IV.²⁸ Arrangements completed by coordinator for assignment of Mrs. Grace M. Connelley, as field recreation representative to handle coordination and development of services for women and girls in the Hampton Roads area.

All cities and towns in area have all sorts of commercial recreation, all overcrowded, especially on week-ends.²¹ In Norfolk, hundreds of taxpaying commercial recreational establishments, built since beginning of defense activities.²⁹ Elaborate study of commercial recreation for whole area planned by National Resources Planning Board, in cooperation with Hampton Roads Regional Defense Council.⁷

Each city in area needs a downtown central community recreation building. Portsmouth and Newport News need recreational executives, such as Norfolk has.³¹ Area's immediate need: Personnel to staff recreation programs under way. Norfolk alone needs 25 workers now.^{30 31} No competent recreation leadership available on Work Projects Administration rolls in vicinity of Norfolk.^{6 31}

Federal funds sought for recreation centers and other facilities for whole Hampton Roads area,^{11 23 24} and in specific instances, for Norfolk,¹³ Portsmouth,⁸ Newport News,^{33 34} and Virginia Beach.³⁵

Norfolk ranks second among areas listed by Navy Department as priorities for recreational facilities.³⁶ Norfolk Navy Y. M. C. A., one of the largest in the country, cooperating with municipal officials, but inadequate to meet tremendous need. Central Y. M. C. A. has no recreational building but runs useful though limited program of extra-mural activities.^{3 4 5} In early fall, 1940, Norfolk's Defense Recreation Committee requested city council to make additional appropriations for recreation and to request Federal funds if necessary.¹³ City's greatest needs, besides need for downtown community recreation center: Information service; comfort stations; locker, lounge, and rest-room facilities; full use of city's large auditorium; full-time woman assistant to city director of recreation.⁴

Clarkson Meredith, retired coast artillery captain, responsible for forming Norfolk Defense Entertainment Corps. Obtained Navy's consent and cooperation of number of community leaders, including city recreation director and members of Norfolk's Defense Recreation Committee. This group planning dances for enlisted men.³⁷ Regional recreation representative has suggested tying this program into that of defense recreation committee.³⁸

Norfolk Defense Recreation Committee has promoted series of Saturday night dances for enlisted men. Dances excellently organized and well attended. Costs (about \$65 per dance) met by donations solicited by volunteer committee.^{4 30}

Recreation program needed for Navy wives and children in Norfolk area, living on bare subsistence pay, separated from husbands and fathers, and meeting of young men on shore. City experimenting with program.^{30 30}

No year-round recreation program in Newport News. City manager interested in providing recreational centers: from increased tax revenues resulting from normal population increase, but feels temporary defense recreation program should be financed from Federal funds.⁷ City heavily taxed now. In January 1941, city's vice mayor reported lapse in public behavior due to lack of wholesome recreation program. Civic groups willing to help, but no rallying point.³⁴

No recreation of any kind in Portsmouth other than commercial amusements. Small Y. M. C. A. continuing its regular peacetime program.⁸

At Virginia Beach, because of inadequacy of facilities of winter season for Army personnel, recreation committee of Virginia Beach Chamber of Commerce has raised funds toward a downtown recreation center, a basketball court for soldiers, and a winter theatrical program; also sponsoring monthly dances. No municipal funds for community recreation program.^{15 35}

FORT BRAGG, FAYETTEVILLE, N. C.⁴⁰

A. Description of Fort Bragg and Fayetteville.

Fort Bragg: Total number of troops anticipated by June 15, 1941, 60,942.⁴²

Fayetteville, in Cumberland County, about 10 miles southeast of Fort Bragg: 1940 population, 17,413. Economic character: Market and industrial—textile, hosiery, lumber, and turpentine products. Type of local government: Mayor-council.⁴¹ General situation as seen February 1941: Town of some 17,000 next to camp of 60,000 soldiers (eventually) and 28,000 camp industrial workers; streets overcrowded; community facilities exhausted;⁴² unemployment and relief no problem so far, nor evidence of any probable serious crisis.⁴³

B. Defense Developments.

1. *Defense organization.*—No indication of any local defense council other than local recreation committee appointed by mayor. Key members: William Shaw, chairman, and Alton Murchison. Through this committee, city and junior chamber of commerce raised \$6,000 as sponsor's share of a \$23,000 Work Projects Administration defense nonrelief project, covering Recreation Director Manley Loomis, and a staff of nonrelief workers. This arrangement to last until July 1, 1941—city funds used for equipment, Work Projects Administration funds for personnel. Recreation director to be executive of local defense council. Thus, line of responsibility will be direct to local recreation committee and to national leaders.⁴²

2. *Housing and transportation.*—Serious housing problem since October 1940. Exorbitant rents. On January 13, 1941, local chamber of commerce, which since summer 1940, has done outstanding job of housing thousands of newcomers and of directing publicity against price gouging, announced no houses or apartments available in Fayetteville or nearby towns. In immediate Fort Bragg area, from 500 to 700 trailers and shacks housing about 2,000 people.^{43 44 45} Fayetteville Chamber of Commerce discouraging overexpansion of housing, trying to get nearby towns to absorb officers and civilian employees, so as to avoid housing deflation later. Private real-estate development in Fayetteville intended to provide for 550 white noncommissioned officers and 47 colored noncommissioned officers.⁴⁶ Federally approved housing program for Fort Bragg as of February 27, 1941; 550 family units for enlisted men living with families, F. W. A. construction; 110 family units for civilian defense employees, private construction.⁴⁷ In late February 1941, Fayetteville appropriated \$1,200 for housing survey, with view toward getting \$400,000 set aside for Fayetteville by United States Housing Authority for additional low-cost family dwellings.⁴⁸

Industrial workers and military personnel commuting from distances as far as 90 miles.^{42 44} Fort Bragg about 9 miles from town. Army urging widening of road with National, State, and city authorities. Traffic congestion terrible.⁴² Eighty miles of new road construction in vicinity; in mid-February 1941, estimated 65 to 70 percent complete; probable completion date, May 1, 1941.⁴⁶

3. *Food prices.*—Food prices in Fayetteville restaurants about normal.⁴⁶

4. *Health*.—Despite crowding in town and trailer camps, county health officials have insured against too unsanitary conditions. Recent flu epidemic, although severe in town, had little effect on crowded areas outside town. No other epidemic of consequence up to February 1941. Sanitation pretty well in hand by Public Health Service.⁴⁵ In late February 1941, Fayetteville planning to appropriate \$25,000 for combined comfort stations and lounges.⁴⁶

Outstanding health needs according to 1941 United States Public Health Service report: Expansion of malaria drainage and maintenance projects, more efficient garbage disposal, extension and improvement of water and sewerage systems, greater supervision of public milk supplies, rodent-control program.

5. *Education*.—Estimates, as of December 1, 1940, of school needs for families on Federal reservation,⁴⁷ Fort Bragg area:⁴⁸ Number of children to be accommodated, September 1941, 1,100; number of teachers required September 1941, 34; funds needed for expansion of school facilities, \$290,000.

6. *Recreation*.—John W. Faust recently appointed by Federal Coordinator of Health and Welfare, as field recreation representative covering Fayetteville and nearby towns.⁴⁹

Recreational facilities at Fort Bragg excellent: athletics, theater, traveling entertainers scheduled.⁴⁵

Lack of large-scale recreational facilities for civilian defense workers no problem, since large proportion commute between Fayetteville and their homes nearby.⁴⁵

Need for community-wide promotion of entertainment programs, and for mobilization and training of volunteers for military personnel on leave. Recreational program to be operated by city and present Work Projects Administration organization.⁵⁰ Local recreation committee reported by its chairman as planning to ask city council for a recreation appropriation of \$15,000, to become effective July 1, 1941. In sponsoring Work Projects Administration playground program, local recreation committee has done good job. Y. M. C. A. annex allocated to soldiers, for which community chest donated \$1,000, good, but inadequate.^{42 53} Salvation Army club for soldiers has larger facilities than Y. M. C. A., but still inadequate; good possibilities here, however, of broader services.⁴² American Legion has meeting place for soldiers. Church rooms used for entertainment.^{43 64} Fayetteville Armory usable. Mayor progressive, trying to get recreation building.⁵³ Jewish welfare board has centrally located rest rooms and a club library distributing reading material to Army and industrial personnel, but quarters unsatisfactory, since they are on third floor of building. Jewish welfare board trying to locate other quarters.^{42 45 54} National Park Service developing outdoor park and recreation area within Fort Bragg Reservation and prepared to do same outside confines of fort.⁴⁵ Opening for Y. W. C. A. service is need for girls' clubhouse providing room, board, and social life to girls working in city and at post, also for girls visiting Fort Bragg men over week ends.⁵⁴ Commercial amusement, not many but growing, all overcrowded. Many Negro troops with practically no recreational facilities. Outstanding need: A white recreational center downtown providing information, lavatories, etc., and a Negro center downtown.⁴²

¹ All information under this subtopic has been taken from the defense community list, revision No. 1 of March 15, 1941, prepared by the Office of the Coordinator of Health, Welfare, and Related Defense Activities, and from forms CO-1, defense community records, for Norfolk, Portsmouth, and Newport News.

² Numbers of armed men used under this topic, unless otherwise specified, will be the approximate totals expected by June 1941, according to tables of the Bureau of Research and Statistics, National Defense Advisory Commission.

³ Report October 14, 1940 of Mr. James E. Rogers, then field worker, National Recreation Association.

⁴ Undated report No. 2 of Mr. James E. Rogers, regional recreation representative, on Hampton Roads area.

⁵ Miss Gertrude Springer's Growing Pains of Defense in Survey Graphic, January 1941.

⁶ Undated report of Mr. G. Ott Romney on visit of August 1940 to Norfolk.

⁷ Undated report No. 5 on Newport News by Mr. James E. Rogers.

⁸ Undated report on Portsmouth by Mr. James E. Rogers.

⁹ Letter, March 12, 1941, J. K. Taussig, rear admiral, U. S. Navy, commandant, to Mr. Charles P. Taft and Mr. Taft's letter March 17, 1941, to Admiral Taussig.

¹⁰ Wire November 6, 1940, Mr. Rowland Egger of the Governor's office, Richmond, to Mr. Frank Bane, chief, Division of State and Local Cooperation, National Defense Advisory Commission (available in Mr. Bane's files).

¹¹ Undated report 1 by Mr. James E. Rogers on Virginia and the Hampton Roads area.

¹² Letter January 7, 1941, Congressman S. O. Bland to Mr. William S. Knudsen, National Defense Advisory Committee.

- ¹³ Report, September 1940, by Mr. Arthur Jones, field worker, National Recreation Association.
- ¹⁴ Report, January 1941, of Mr. James E. Rogers and January 8, 1941, issue of unspecified newspaper.
- ¹⁵ Undated report, No. 5, on Virginia Beach Defense Recreation Survey, by Mr. Don Seiwel.
- ¹⁶ Conference, October 5, 1940, between Virginia State officials and staff of the Division of State and Local Cooperation, National Defense Advisory Commission, as reported October 7, 1940, by Mr. Allen Moore of that Division (report, October 7, 1940, available in Division of State and Local Cooperation).
- ¹⁷ New York Times, December 22, 1940.
- ¹⁸ Report, November 27, 1940, by Mr. P. D. Flanner, American Public Welfare Association, on Defense and Welfare.
- ¹⁹ Undated article on Effects of National Defense Preparations, by Sue R. Slaughter, director, Family Welfare Association, Norfolk; submitted by that Agency to Mr. Paul V. McNutt under date of January 16, 1941.
- ²⁰ Letter, November 29, 1940, Mr. Frank Bane to Governor Price, of Virginia (letter available in Division of State and Local Cooperation).
- ²¹ Wire, January 6, 1941, to Mr. Frank Bane from Maj. R. B. Bottom, chairman, Hampton Roads Regional Defense Council (wire available in Division of State and Local Cooperation).
- ²² Information received December 2, 1940, by U. S. Children's Bureau from Dr. A. L. Carson, Jr., acting director, Bureau of Maternal and Child Health, Virginia Department of Health.
- ²³ Letters, October 19, 1940, and January 3, 1941, to Miss Harriet Elliott and Miss Gay Shepperson, respectively, from Mr. Malcolm S. MacLean, president, Hampton Institute, Hampton, Va.
- ²⁴ Letters, dated December 7, 1940, Congressman S. O. Bland, of Virginia, to Mr. Paul McNutt.
- ²⁵ Information received on Norfolk by Travelers Aid, January 6, 13, 20, 1941.
- ²⁶ Report, December 30, 1940, on defense problems from U. S. Bureau of Employment Security to Mr. Paul McNutt.
- ²⁷ Tables compiled by U. S. Office of Education on basis of questionnaires sent to all State education officials, November 28, 1940.
- ²⁸ Memorandum, March 3, 1941, Arthur Jones to Maj. Raymond B. Bottom, chairman, Hampton Roads Regional Defense Council.
- ²⁹ Report, October 3, 1940, of Mr. Fred C. Stewart, city director of recreation, Norfolk.
- ³⁰ Memorandum, March 12, 1941, to Mr. Mark McCloskey from Mr. Arthur Jones, field recreation representative.
- ³¹ Letter, February 2, 1941, to Mr. Paul McNutt from Mr. Fred C. Stewart.
- ³² Letter, September 9, 1940, R. S. Hummel, State Works Projects Administration administrator for Virginia to Mrs. Florence Kerr, Assistant Works Projects Administration Commissioner, Washington, D. C., and to W. H. Brummett, Jr., executive assistant.
- ³³ Letter, January 14, 1941, from Mr. Robert C. Cutler, vice president, council chamber, Newport News, to Congressman S. O. Bland, and Mr. Bland's letter, January 15, 1941, to Mr. Frank Bane.
- ³⁴ Report, January 31, 1941, of Mr. Robert C. Cutler.
- ³⁵ Letter, February 17, 1941, from Mr. Don Seiwel to Mr. Mark McCloskey.
- ³⁶ Navy Department's undated report, Priorities of Naval Requirements for Recreational Facilities.
- ³⁷ Letter, November 26, 1940, from Mr. Arthur Jones.
- ³⁸ Report, December 11, 1940, by Mr. James E. Rogers.
- ³⁹ Survey of Religious, Recreational, and Moral Activities on Shore, by Commander William W. Edel, head chaplain, Norfolk Naval Operating Base, also member of Norfolk's Defense Recreation Committee. A short review of this survey is given in Mr. James Roger's undated report on Naval Units in and About Norfolk.
- ⁴⁰ From materials available March 17, 1941, in office of Coordinator of Health, Welfare, and Related Defense Activities.
- ⁴¹ Form CO-1, Defense Community Record, for Fayetteville.
- ⁴² Reports, February 10, 1941, of Mr. James E. Rogers, Farm Security Administration's regional recreation representative.
- ⁴³ Memo, February 7, 1941, Mr. G. R. Parker, regional defense coordinator, to Mr. Paul V. McNutt.
- ⁴⁴ Report of Travelers Aid on field visit of November 24, 1940.
- ⁴⁵ Letter, February 27, 1941, from Mr. John W. Faust, Farm Security Administration's field recreation representative, to Mr. Mark McCloskey.
- ⁴⁶ Notes of Mr. G. R. Parker on defense projects in Fort Bragg area visited February 11-14, 1941.
- ⁴⁷ Program report on Fayetteville, prepared February 25, 1941, by the Division of Defense Housing Coordination, Office for Emergency Management, Executive Office of the President, and approved by the President February 27, 1941.
- ⁴⁸ Fayetteville Observer, February 25, 1941.
- ⁴⁹ No needs reported for families not on Federal reservation.
- ⁵⁰ Tables compiled by U. S. Office of Education from answers to its questionnaire of November 28, 1940, sent to State education officials.
- ⁵¹ Weekly Operations Progress Report, March 12, 1941, of the Office of Coordinator of Health, Welfare, and Related Defense Activities.
- ⁵² See statement under "Defense organization."
- ⁵³ Report, December 3, 1940, of Mr. James B. Rogers, then field worker for National Recreation Association.
- ⁵⁴ Report, March 11, 1941, from Mr. John W. Faust to Mr. Mark McCloskey.

FORT McCLELLAN, ANNISTON, ALA.

A. Description of Fort McClellan and Anniston.

Fort McClellan, total number of troops anticipated by June 15, 1941, 21,076.

Anniston, 6 miles south of Fort McClellan, in Calhoun County. Population: 1930, 22,345; 1940, 25,523. Economic character: Industrial; cast-iron pipe, textile, electrochemical, foundries. In normal times Calhoun County is an industrial county. Employment stimulated by defense contracts. Work Projects Administration applications in Calhoun County had reached all-time low by November 30, 1940. Type of local government, commission.

B. Defense developments.

1. *Defense organization.*—While a local or district defense council has been recommended for Anniston, no official council exists. The Anniston Chamber of Commerce is the coordinating agency between fort and Anniston. Chamber's military affairs committee, which in leisure-time service functions through an interclub council, operates somewhat as local defense council. Anniston progressive, alive to problems, spending for needed improvements, but limits to its financial ability.

2. *Housing and related areas.*—In fall 1940 numbers of families of New York National Guard men seeking housing without success. Problem of sheltering construction workers becoming acute, since large-scale construction may continue for considerable period. In fall 1940 a 164-unit \$600,000 low-cost slum-clearance project opened. Private construction greatly increased. A 50-unit defense project approved. Rumored Army to build 50 duplex houses at fort for officers' families.

Additional problems: Provision of adequate highways and policing county outside city limits.

3. *Health.*—In November 1940 water supply reported safe, plentiful, well distributed; a \$400,000 sewerage system was soon to be constructed, to be financed by sewer tax; health controls in city and county adequate and well administered; eating places licensed only after approval by health department.

Anniston's outstanding health needs reported in 1941 by United States Public Health Service: Assignment by State health department of sanitary engineer and trained sanitarian; development of adequate pasteurized milk supplies; method of keeping soldiers from food establishments not approved by State; sanitary privy program; housing project.

Local health unit and Army Medical Corps taking care of health problems. Calhoun County one of several Alabama defense areas maintaining hospitals for needy patients. Local health department has venereal clinic as part of public-health program.

Calhoun County public welfare director disturbed over number of women crowding into Anniston because of male population at fort. Published in local newspapers that women on streets at night will be arrested for vagrancy. Quite thorough job of getting rid of "professional" women, but semiprofessional and amateurs more difficult. City ordinances regarding prostitution apparently rigidly enforced.

4. *Education.*—Estimates, as of December 1, 1940, of school needs for Fort McClellan area:

	On Federal reservation	Not on Federal reservation
Number of children to be accommodated September 1941.....	180	300
Number of teachers required September 1941.....	6	9
Funds needed for expansion of school facilities.....	\$20, 190	\$33, 535

5. *Recreation.*—Recreation one of Anniston's main problems.

As of November 1940 recreational activities organized through interclub council: (1) Special committee and city commissioners to plan downtown recreational center for soldiers, to be financed by city and businessmen; (2) clearing house maintained by chamber of commerce for recreational programs for men at Fort McClellan; (3) regular Saturday night dances planned for officers at Anniston Country Club; (4) special membership in Elks' Club for officers, club open every day; (5) American Legion to have open house for its members at fort, also weekly dances for members and friends; (6) clubhouse of Veterans of Foreign

Wars open to soldiers every evening, special parties planned; (7) Business and Professional Women's Club has open house for wives of Twenty-seventh Division, Sunday afternoon meetings between military personnel and young women of city; (8) Axis club has bridge, etc., for wives of New York men; (9) Protestant ministers have open house Sundays to acquaint military personnel with young people of churches; (10) Rotary, Kiwanis, Civitan, Exchange, and Lions Clubs invite out-of-town members to affiliate with them during stay at Anniston; (11) Pilot Club, young women's organization, assists Fort McClellan hostess in getting girls of good standing to participate in entertainment at fort; (12) city hostesses look after wishes of National Guardsmen's wives and distribute chamber of commerce literature.

By February 1941 Army Young Men's Christian Association just set up at Anniston; country club open to officers; municipal golf club available to enlisted men; Sunday movies; city churches entertaining Army men at informal dinners and meetings with Anniston people; recreational facilities in some places of business opened to soldiers.

FORT JACKSON, COLUMBIA, S. C.¹

A. Description of Fort Jackson and of Columbia, S. C. (Richland County)

Fort Jackson: Total number of troops at post December 1, 1940, 23,000; total number of troops expected by June 14, 1941, 43,122.

Columbia, S. C. (5 miles west of Fort Jackson): Population 1930, 51,581; 1940, 62,396. Economic character: State capital, industrial, cotton mills, etc.

B. Defense developments.

1. *Defense organization.*—Local defense council organized by the chamber of commerce, serving both as defense council and as liaison between Fort Jackson and local agencies, with chairman, cochairman, executive committee, and following six subcommittees: School and church committee, liaison committee, entertainment committees (one for officers, one for enlisted men), housing committee, and hotel and restaurant committee. Woman's defense council organized of representative Columbia women to promote national defense and particularly to aid in recreational activities, to cooperate with county and State national defense councils. Women's council cooperating closely with men's.

Minutes of October 29, 1940, meeting, South Carolina State Council for National Defense show motion passed requesting Governor to approve local defense councils for Columbia, Charlestown, and Beaufort.

2. *Health.*—Outstanding needs, Columbia, Fort Jackson area: according to 1941 report of United States Public Health Service: (1) Establishment of Columbia City-Richland County health department under direction of full-time, qualified health officer. Personnel needed: A public health engineer and a nursing supervisor, additional sanitary and nursing personnel; a full-time clinician to manage venereal disease clinics. (2) Ratproofing of all Fort Jackson buildings in which food is stored or handled and a city rodent-control program. (3) Malaria-mosquito control. (4) Expansion of city's water plant and storage facilities. (5) Cooking of all garbage before feeding to hogs. (See 1941 tables of United States Public Health Service on health and medical care needs of defense areas, for such details as additional amounts needed for medical care.)

Meeting held by the American Social Hygiene Association at Columbia January 3, 1941. Present at meeting: Army officials, representative of United States Public Health Service, State and local officials, health and welfare workers, and interested citizens. Purpose of meeting: Discussion of law enforcement for control of prostitution and venereal diseases in Columbia-Fort Jackson area. United States Public Health Service representative emphasized importance of adhering to agreement made by Secretary of War, Secretary of Navy, and State and Territorial health officers in 1940. At request of American Social Hygiene Association representative, mayor of Columbia appointed committee to study prostitution control and reduction of venereal disease, and to report recommendations to another general meeting within 10 days. State health officer recommended immediate provision in area of detention home for commitment of all prostitutes until free from infection; also enforcement of State laws against prostitution. Immediate establishment of full-time city health department at Columbia also recommended at meeting. Cooperative relationship indicated between sheriff of Richland County and provost marshal at Fort Jackson regarding control of prostitution.

¹ See footnotes on page 4371.

Health problems involve adequate water supply, drainage, and sewerage, malaria and typhoid control, establishment of clinics for civilians, shortage of nurses and doctors, and control and treatment of venereal disease.

3. *Housing*.—As of October 1940, community facilities very inadequate, families of enlisted men living in trailers, fifth-rate hotels, disreputable rooming houses.

Minutes of October 29, 1940, meeting of South Carolina State Council for National Defense show discussion to effect that there had been little advance, if any, in rents for Columbia so far and plans made for additional housing project to provide at least 80 more apartments.

Approved housing program as of February 11, 1941, for Columbia: 350 family units for enlisted men,² Federal Works Administration construction, and 50 units for civilian defense employees, private construction.

4. *Education*.—Estimates, as of December 1, 1940, of school needs for Fort Jackson area:

	On Federal reservation	Not on Federal reservation
Number of children to be accommodated September 1941.....	400	3,200
Number of teachers required September 1941.....	16	108
Funds needed for expansion of school facilities.....	\$179,775	\$1,856,150

4. *Nutrition*.—Minutes of October 29, 1940, meeting, South Carolina State Council for National Defense indicate no advance in prices for any foods, except meat, in Fort Jackson area. This last due to rigid requirement for all meat bought by camp authorities. Even so, food prices for Columbia-Fort Jackson area less than one-half of food prices in 1917-18 for same locality.

5. *Recreation*.—As of October 1940, city recreation department unable to handle increased recreation needs. Special council formed with subcommittee to conduct a survey on which depends future plans. Work Projects Administration supplying a supervisor to direct survey. Outstanding needs: At least three centers and more leadership personnel.

Gym facilities for soldiers arranged at educational institutions without charge. Army and Navy "Y" attempting to set up local organization. Work Projects Administration offering personnel to carry on program.

Miss Adele Minahan, formerly city recreation director, now secretary, State conference of social work, with experience in 1918 in war camp community service, will help with dances arranged by Fort Jackson service committee of the Chamber of Commerce.

Among other key people contacted in Columbia in late November 1940, Mr. James Rogers, field worker, National Recreation Association, conferred with Mr. Edwin Seibels, wealthy businessman, who wants full-time community organizer, feels municipality must do something, and expects to push these two ideas. Mr. Rogers conferred with camp and city officials in effort to get location for soldiers' club. A larger community-wide citizens' committee representing city, county, chamber of commerce, and all organizations being selected, to be related to the large Fort Jackson committee, and to be appointed by mayor. City recreation director needs additional staff and increased budget. Masons, as well as Jewish Welfare Board, plan to use their own national funds to establish local community centers for soldiers. Masons also giving library service. Columbia hopes for Government help. Recreation subcommittee of Fort Jackson committee received Work Projects Administration survey of community's recreation facilities. Chamber of commerce taking strong lead in recreation activities.

Columbia State of December 21, 1940, charged Columbia with no organized provision of recreation for troops as yet corresponding to the war camp community service of the first World War, which functioned admirably in Columbia. Paper felt it a capital omission not to use, as in 1917-18 talents of women leaders, who administered various phases of the War Camp Community Service.

On January 23, 1941, a representative of Columbia's Women's Defense Council requested suggestions from Mr. McNutt for her council's recreational work for men at Fort Jackson; asked also if funds are available through Farm Security

See footnotes on page 4371.

Administration for recreational quarters. Mr. McNutt's reply of February 19, 1941, encourages local leadership, but states no Federal funds available for such purposes.

School and church committee seeking use of recreation facilities for all schools and churches. Movement under way to provide week-end entertainment. This committee has enabled officers at Fort Jackson to become members of country clubs and various local organizations.

Committee on entertainment for enlisted men, together with Woman's Defense Council, seeking to establish recreation centers. If Woman's Defense Council is successful in raising funds for purchase of entire city block, this property will be converted into recreation center for Fort Jackson men.

In Columbia's main business area, a center with writing tables, stationery, and various games established by Masons for enlisted men's use. This center serves also as bus terminal. Plans under way to establish another such center and to hold dances for enlisted men. Basketball and other courts being opened to Fort Jackson men.

FORT LEWIS, CAMP MURRAY, AND M'CHORD FIELD, TACOMA, WASH.³

A. Description of Fort Lewis⁴ and of Tacoma, Wash.

Fort Lewis—total number of troops anticipated by June 15, 1941, 48,083.

Tacoma—population: 1930, 106,817; 1940, 107,520. Economic character: Industrial—lumber, shipbuilding, fish packing, etc.⁵ By October 1940, a 20 percent increase in industrial employees within previous 6 months and an additional 10 percent to 15 percent anticipated. As of January 1941, 4,000 civilians employed in Fort Lewis construction, of which about 40 percent nonlocal workers; 1,500 employees in shipyards, of which about 20 percent nonresidents.⁶ Type of local government: Commission.⁵

B. Defense developments.—

1. *Defense organization.*—No indication of an official local defense council. A civil advisory board organized in Tacoma, comprised of commissioners of public safety, utilities, and public works; county sheriff; Red Cross officials; and representatives of both American Federation of Labor and Congress of Industrial Organizations. Tacoma has also a home-defense corps,⁷ which, apparently, has a women's training corps, training women in thrift, first aid, home nursing, and mental hygiene.⁸

2. *Housing.*—As of October 1940, housing in Tacoma inadequate both for officers and their families, families of industrial defense personnel, and regular civilians. As of January 1941, housing problem aggravated by the 4,000 civilian construction workers at Fort Lewis (40 percent nonresident) and by nonresident shipyard workers. Acute problem for officers, Army nurses, and Fort Lewis soldiers. Reserve officers requested to leave families at home.⁹

Housing program for Tacoma area approved by the President, as of February 11, 1941:⁹

- Army post, 225 family units, for enlisted men and families.
- Army post, 25 family units, for civilian-defense employees.
- McChord Field, 100 family units, for enlisted men and families.
- Total, 350 family units.

3. *Health.*—Health program reported well planned by State, city, and Army officials and adequate in scope. Close check reported on venereal problems. a prophylactic station established in center of Tacoma red-light district.⁶

4. *Education.*—Following school needs estimated as of December 1, 1949, for area of Fort Lewis, Camp Murray, and McChord Field:¹⁰

	For chil- dren on Federal reservation	For chil- dren not on Federal reservation
Number of children to be accommodated September 1941.....	1, 150	800
Number of teachers required September 1941.....	32	22
Funds needed for expansion of school facilities.....	\$215, 600	\$145, 000

See footnotes on page 4371.

5. *Recreation.*—A committee, appointed by mayor, functioning in Tacoma, with experienced Young Men's Christian Association recreation leader, Mr. Charles Ernst, favorably impressed with progress made at Fort Lewis and surrounding communities.¹¹ In early fall 1940, Tacoma furnished recreation hall for service men. Salvation Army and Luthern Welfare Society created more adequate reading rooms.⁶⁷

Several Tacoma agencies have written to Mr. McNutt for help with recreation problems. Tacoma Altrusa Club, an organization of executive women, requested aid toward erection of an Army and Navy Young Men's Christian Association.¹² The First Methodist Church requested help in making available a recreational center for service men.¹³ The Tacoma branch, A. A. V. W. sought Federal aid for an Army and Navy recreation center.¹⁴ These agencies were advised recreational field representative would confer with them in Tacoma.¹⁵

UNITED STATES PUBLIC HEALTH SERVICE, WASHINGTON, D. C.

The surveys of the areas and the reviews of the reports have been made by doctors and engineers experienced in public-health activities.

The methods outlined herein have been generally followed in determining the various needs. Modifications have been made for places or items based on the data available in the report and the experience and knowledge of the reviewers.

All cost estimates are based on average figures and hence may be considered only as an approximation of the probable cost as applied to any definite area.

Critical area.—The extramilitary and defense industry area is considered as that within a 25-mile radius of the military or industrial establishment.

Population.—A study of the probable increase of population in extramilitary and defense industry areas in terms of aggregate military strength or increase in industrial employees indicate the following:

1. Increase in population in extramilitary areas will be equal to one-half the aggregate military strength.

2. Increase in population in industrial areas will be equal to three times the increase in industrial employees.

Public-health organization.—Until conditions become stabilized in areas where a large number of troops are in training or large industries are established greatly increased activities in health work will be necessary. It is estimated that a budget of \$1 per capita per year is required. The estimated normal population within the critical area (25-mile zone) plus the expected increase

¹ From materials available March 5, 1941, in Office of Coordinator of Health, Welfare, and Related Defense Activities.

² According to a report December 23, 1940, of the Coordinator of Defense Housing (then in the National Defense Advisory Commission, in addition to these 350 units recommended, 100 units of 2 U. S. Housing Administration projects had been allocated to enlisted men.

³ From materials available March 8, 1941, in Office of Coordinator of Health, Welfare, and Related Defense Activities.

⁴ Community folder on Tacoma contains no description of Camp Murray or McChord Field.

⁵ Form CO-1, Defense Community Record, on Tacoma.

⁶ Information received October 1940 and January 1941 by Travelers Aid.

⁷ Information received January 1941 by Travelers Aid.

⁸ Letter, November 26, 1940, to National Defense Research Board from the secretary, Women's Training Corps, Tacoma Home Defense (available in the Division of State and Local Cooperation, National Defense Advisory Commission).

⁹ Report, February 11, 1941, of Division of Defense Housing Coordination, Office for Emergency Management, Executive Office of the President.

¹⁰ From responses to questionnaire issued November 28, 1940, to State education officials by U. S. Office of Education.

¹¹ Wire February 9, 1941, Mr. Chas. Ernst to Mr. Fred Hoehler.

¹² Letter January 30, 1941, secretary, Tacoma Altrusa Club, to Mr. McNutt.

¹³ Letter January 28, 1941, president, First Methodist Church of Tacoma, to Mr. McNutt.

¹⁴ Letter January 30, 1941, secretary, Tacoma Branch, A. A. V. W., to Mr. McNutt.

¹⁵ Mr. McNutt's letters, February 13, 1941, and February 19, 1941, to Tacoma First Methodist Church and A. A. V. W., respectively; Mr. McCloskey's letter, February 13, 1941, to Tacoma Altrusa Club.

is used for basis of estimate. The additional public-health expenditure necessary in an area is determined by obtaining the difference between a proposed budget based on \$1 per capita per year for the expected total population and the present annual public-health budget.

Hospitalization.—Adequate hospitalization requires 4.5 beds per thousand population for general and communicable-disease purposes. The total number of beds required is based on the total expected population increase within the 25-mile zone. The cost of necessary hospital construction is based on the additional number of beds required at \$4,000 per bed. Maintenance cost exclusive of income from hospitalization of cases is estimated at \$200 per bed per annum. This operating cost applies only to the additional number of beds required and not to existing facilities.

Clinic.—In areas where a large number of troops are concentrated or new industrial works established a health center and a general clinic is required in addition to hospital clinics. The estimated cost of construction of such a clinic is \$35,000. The operating costs per annum per clinic is estimated at \$5,000.

Medical care.—It is estimated that the cost of adequate medical care is \$21 per capita per annum. This breaks down as follows: Physician services, \$8.50; dentist services, \$4; nurses' services, \$2; hospitalization, \$4; drugs, \$2.50. The estimate of cost of medical care is based upon the total expected population within 25-mile zone. The assumption is made that one-third of the population is capable of paying for such medical care as is necessary, that one-third is capable of paying for such care through some form of group arrangement, and that one-third must be furnished such care outright.

Housing.—In determining the additional housing facilities needed the expected increase in population within the zone is taken as a basis. In order to care for individuals as well as families it is assumed that one unit will be needed for each four people. The housing needs are determined by deducting from the housing required for the expected increase in population the vacant units available. The cost of additional housing is based on \$4,000 construction cost per unit, exclusive of cost of land.

Public water supplies.—Public water supplies of existing cities adjacent to the camp or industry will in general have to be increased or water supplies developed for new groupings of population. In determining the increase in population to be served by public water supply three-fourths of the expected increase is taken. After allowing for the additional population that may be served by existing plants on the basis of 100 gallons per capita per day, the cost of constructing new or additional water supply for the remaining population is estimated at \$15 per capita. Where existing water supply appears sufficient it is assumed that extension of distribution system for at least one-fourth of expected increase in population is necessary at \$15 per capita. The cost of construction and operation of the public water supply should be self-liquidating.

Sewerage and sewage disposal.—In determining the needs for sewerage and sewage treatment no set procedure has been adopted. From the data available in the report, the location, the character of the area and the grouping of populations assumptions have been made as to the needs and the population affected. In general, not over three-fourths of the expected increase is considered.

Cost estimates used are \$15 per capita for installation of sewers and \$20 per capita for interceptors and sewage-treatment plants. Sewage treatment is considered necessary wherever the probable amount of sewage is sufficient to overload receiving bodies of water. In this case the existing as well as the expected increased population is included.

The cost of construction and maintenance including operation is considered as being on a self-liquidating basis.

Sanitary services, collection of garbage and wastes.—It is assumed that the normal population is being cared for. The additional needs are based on the expected increase in population at a yearly charge of \$2 per capita.

Sanitary privies.—Where privies are necessary it is assumed that new ones constructed within the area will be of the sanitary type and the cost included in the cost of the structures to which they are attached.

It is assumed that improvement in the sanitary conditions of the existing premises in the rural area 5 miles around the camp or industry and along main highways to nearby cities will be necessary. In this area it is estimated that one-half of the existing privies should be replaced by privies of a sanitary type. The estimated number of privies to be replaced is determined by dividing the total rural population in the 25-mile zone by 200. The unit cost for replacement is estimated as \$42.50.

$$\frac{\text{Rural population, 25-mile zone}}{25} = \text{Rural population, 5-mile zone}$$

$$\frac{\text{Rural population, 5-mile zone}}{4} = \text{Premises, 5-mile zone} = \text{existing privies}$$

Wells.—Where wells are necessary as a source of water supply for individual premises it is assumed that new ones will be properly constructed and the cost included in the cost of the structure served.

As in the case of privies it is expected that one-half of the wells in the rural area need improvement if the water therefrom is to be safe for use. Insofar as protection to the military forces it is assumed that the critical area is the 5-mile zone around the camp or industry and along highways therefrom. The number of wells needing improvement will be the same as privies needing replacement. The estimated cost of improvement is \$50 per well.

Mosquito control.—Mosquito control for prevention of malaria and in some cases to prevent excessive annoyance will be necessary in some areas in the South and along the coast. The reports indicate where this is necessary. In most cases the estimates are based only on general knowledge of the required work.

Rodent control.—In areas where endemic typhus exists rodent control may be necessary. Such control should be confined to existing places of business in communities. Since new construction of places of business should be required to provide proper control only existing structures are considered. It is estimated that 5 percent of the existing buildings are used as business places. The number of buildings requiring correction is obtained by dividing the normal population of the community by 60.

$$\frac{\text{Population community}}{60} = \text{Buildings in community}$$

[NOTE.—The following tables have been excerpted from more comprehensive tabulations by the United States Public Health Service. A copy of the complete tabulations is held in committee files.]

POPULATION AND EXPECTED INCREASE IN DEFENSE AREAS

FIRST CORPS AREA

Establishment				Expected aggregate military strength or industrial employees	Civilian population in critical extramilitary or industrial area		
No.	State	Type ¹	Name and location		Normal	Expected increase	Expected total
1	Massachusetts.	A	Camp Edwards (Barnstable)....	29,000	26,445	14,500	41,000
2	do.	A	Camp Devens (Ayer).....	30,000	9,813	15,000	25,000
3	Rhode Island.	NA	Quonset Point area (Providence).....	21,000	75,000	25,000	100,000
4	do.	NA	Newport area (Newport).....	11,290	45,843	6,000	52,000
5	New Hampshire.	NI	Portsmouth area (Portsmouth)...	10,300	76,000	28,000	104,000

SECOND CORPS AREA

1	New York....	A	Camp Pine (Watertown).....	30,000	83,574	15,000	98,000
2	New Jersey....	A	Fort Dix (Burlington County)...	30,000	23,000	15,000	38,000
3	Delaware....	AI	Fort Du Pont (Wilmington).....	8,200	179,600	13,400	193,000
4	New York....	A	Camp Upton (Yaphank).....	-----	-----	-----	-----

¹ A=Army; N=Navy; I=Industrial.

POPULATION AND EXPECTED INCREASE IN DEFENSE AREAS—Continued

THIRD CORPS AREA

No.	State	Establishment		Expected aggregate military strength or industrial employees	Civilian population in critical extramilitary or industrial area		
		Type	Name and location		Normal	Expected increase	Expected total
1	Pennsylvania	A	Camp Indiantown Gap (Lebanon)	21, 200	232, 334	1, 000	234, 000
2	Maryland	A	Fort Meade (Laurel)	27, 300	58, 000	6, 000	64, 000
3	Virginia	A	Fort Belvoir (Alexandria)	21, 000	73, 500	10, 500	84, 000
4	do	NA	Fort Storey and naval area (Norfolk)	40, 000	297, 000	126, 000	423, 000
5	do	A	Fort Myer and Arlington Cantonment	35, 500			
6	do	N	Quantico Marine Barracks (Quantico)	12, 200	57, 000	6, 000	63, 000
7	do	AI	Newport News area (Newport News)	7, 000	27, 300	3, 500	31, 000
8	do	A	Camp Lee (Petersburg)	30, 000	102, 000	67, 000	169, 000
9	do	AI	Aberdeen Proving Ground	14, 000			
10	do	AI	Edgewood Arsenal	24, 400	100, 700	2, 200	112, 900
11	do	AI	Phillips Field, Vicinity of Baltimore, Md.	10, 000			
12	Maryland	I	Bethlehem-Fairchild Ship Building Corporation (Baltimore)	30, 000	217, 292	44, 000	261, 000
13	do	IN	Naval Powder Factory (Indian Head)	17, 000			
14	do	I	Fairchild Aircraft Corporation (Hagerstown)	5, 000	28, 000	12, 000	40, 000
				2, 500	22, 700	7, 500	30, 200
				10, 000	25, 250	30, 000	55, 250
				1, 350	16, 166	4, 000	20, 166
				2, 500	68, 838	7, 500	76, 338

NOTE.—Near Baltimore, Washington, or Richmond no additional facilities deemed necessary.

FOURTH CORPS AREA

1	North Carolina	A	Fort Bragg (Fayetteville)	66, 500	125, 757	33, 250	159, 000
2	South Carolina	A	Fort Jackson (Columbia)	43, 000	149, 000	21, 000	170, 000
3	do	A	Fort Moultrie	4, 000	121, 000	17, 000	138, 000
4	do	NI	Charleston Navy Yard	7, 500			
5	do	N	Parris Island (Beaufort County)	7, 000	22, 000	3, 500	25, 500
6	Tennessee	AI	Camp Croft (Spartanburg)	18, 000	123, 000	9, 000	131, 000
7	Alabama	A	Camp Forrest (Tallahassee)	28, 000	72, 000	14, 000	86, 000
8	Florida	A	Fort McClelland (Anniston)	21, 400	63, 300	10, 700	74, 000
9	do	N	Camp Blanding (Jacksonville)	45, 000	34, 400	22, 500	57, 000
10	do	A	Air training station (Jacksonville)	21, 000	158, 000	20, 500	179, 000
11	do	A	Air Corps training base (Tallahassee)	3, 000			
12	do	N	Naval Air Station (Pensacola)	2, 540	31, 000	1, 270	32, 300
13	Georgia	A	Fort Benning (Columbus)	10, 000	74, 000	5, 000	79, 000
14	do	A	Camp Stuart (Hinesville)	60, 000	116, 000	30, 000	146, 000
15	do	AN	Camp Wheeler, Army Aircraft training station, N. Fuse Loading Plant—Macon	18, 000	32, 500	9, 000	41, 500
16	do	A	Fort Scriven and air base (Savannah)	20, 000	92, 000	10, 000	102, 000
17	Louisiana	A	Camp Beauregard, Camp Livingston, Camp Claiborne—Alexandria	6, 000	108, 000	3, 000	111, 000
18	Mississippi	A	Camp Shelby (Hattiesburg)	100, 000	171, 000	50, 000	221, 000
19	North Carolina	A	Camp Davis (Holly Ridge)	53, 000	34, 900	26, 500	61, 400
				20, 000	17, 000	10, 000	27, 000

POPULATION AND EXPECTED INCREASE IN DEFENSE AREAS--Continued

FIFTH CORPS AREA

No.	State	Type	Establishment Name and location	Expected aggregate military strength or industrial employees	Civilian population in critical extramilitary or industrial area		
					Normal	Expected increase	Expected total
1	Kentucky	A	Fort Knox (Hardin County)	41,000	62,500	20,500	83,000
2	do	A	Fort Thomas (Covington), no problem.				
3	do	A	Bowman Field (Louisville), no problem.				
4	Indiana	I	Ammunition loading plant (Union Center).	12,000	64,000	36,000	100,000
5	do	I	Smokeless powder plant (Charleston).	13,000	126,000	39,000	165,000
6	do	A	Fort Benjamin Harrison (Indianapolis), no problem.				
7	do	A	Jefferson Proving Ground (Madison).	500	65,500	1,500	67,000
8	do	I	Speedway City (Speedway City)	3,000	461,000	9,000	470,000
9	Ohio	AI	Fort Hayes, industrial (Columbus).	16,000	388,000	44,000	432,000
10	do	A	Erie Ordnance Depot (La Carne)	900	87,000	2,300	89,300
11	do	A	Ravenna ordnance plant (Ravenna).	8,000	49,000	24,000	73,000
12	do	A	Plum Brook ordnance works (Sandusky).	2,200	81,000	7,000	88,000
13	West Virginia	I	Fairmont industrial (Fairmont)	33	69,000	1,000	70,000
14	do	I	Point Pleasant, industrial	800	47,000	3,000	50,000
15	do	I	South Charleston, industrial (South Charleston).	9,500	215,000	28,000	243,000
16	do	I	Morgantown, industrial (Morgantown).	1,000	51,000	3,000	54,000
17	Ohio	AI	Patterson Flying Field	A-1800 I-5000	394,000	22,000	416,000
			Wright Flying Field	A-350 I-6000			
			Aero Products Factory (Dayton)	I-1500			

SIXTH CORPS AREA

1	Michigan	A	Fort Custer (Battle Creek)	21,000	193,967	10,500	205,000
2	do	AI	Selfridge Field and U. S. Tank Arsenal (Mount Clemens).	4,420	107,638	24,710	132,348
3	do	A	Fort Wayne (Detroit) no problem.	7,500			
4	do	N	Naval Air Base (Detroit), no problem.				
5	do	A	Fort Brady (Sault Ste. Marie), no problem.				
6	Illinois	A	Chanute Field Area (Rantoul)	16,000	85,000	8,000	93,000
7	do	A	Camp Lincoln (Springfield), no problem.				
8	do	A	Savanna Ordnance Depot Area (Savanna).	2,700	20,000	5,100	25,100
9	do		Parks Air College (East St. Louis), no problem.				
10	do	I	Western Cartridge Co. (Alton), no problem.				
11	do	A	Scott Field (St. Clair County)	7,500	170,000	4,000	174,000
12	do	NA	Fort Sheridan	7,200A	104,387	28,600	133,000
			Great Lakes Naval Tr. Station (Waukegan)	21,000N			
13	do	A	Camp Grant (Rockford)	5,000CE	117,373	5,000	122,000
14	do	A	Arsenal and Machine Tool Plant (Rock Island and Davenport)	10,000	16,640	49,920	246,000
15	Iowa	I	Wilmington Powder and Shell Loading Plant, Wilmington, Ill.	6,000	120,000	18,000	138,000

POPULATION AND EXPECTED INCREASE IN DEFENSE AREAS—Continued

SEVENTH CORPS AREA

No.	State	Type	Establishment Name and location	Expected aggregate military strength or industrial employees	Civilian population in critical extramilitary or industrial area		
					Normal	Expected increase	Expected total
1	Iowa	I	Shell loading plant (Burlington)	13,000	78,000	39,000	117,000
2	Wyoming	A	Fort Warren (Cheyenne)	10,000	30,000	5,000	35,000
3	Missouri	A	Camp Leonard Wood (Waynesville)	36,500	23,299	18,250	46,549
4	Kansas	A	Fort Riley (Junction City)	22,000	52,000	11,000	63,000
5	do	I	Defense industries (Wichita, Kans.)	18,000	152,000	54,000	206,000
6	Arkansas	A	Camp Joseph T. Robinson (Little Rock)	30,000	194,000	15,000	209,000
7	Kansas	A	Fort Leavenworth (Leavenworth), no problem at present.				
8	do		Lake City Ordnance Works				
9	Missouri	I	Martin bomber assembly plant	21,000	709,000	63,000	772,000
9	do	AI	Jefferson Barracks and Curtis-Wright plant (St. Louis)	32,000	1,188,000	65,000	1,188,000
10	Nebraska	AI	Aircraft industry (Omaha)	15,000	345,000	45,000	390,000

EIGHTH CORPS AREA

1	Oklahoma	A	Fort Sill (Lawton)	43,000	35,600	21,500	57,000
2	do	A	Bombing school (Oklahoma City), no problem.				
3	do	A	Spartan Pilot Training School (Tulsa), no problem.				
4	Texas	A	Camp Huulin (Palo Alto)	12,000	18,000	6,000	24,000
5	do	A	Military area (San Antonio)	33,000	232,533	20,000	313,000
6	do	A	Fort Bliss (El Paso)	24,000	131,000	12,000	143,000
7	do	A	Camp Bowie (Brownwood)	30,000	27,000	15,000	42,000
8	do	A	Camp Wolters (Mineral Wells)	18,000	38,000	9,000	47,000
9	do	N	Corpus Christi military area (Corpus Christi)	30,000	87,500	25,000	112,500
10	do	A	Galveston military area (Galveston)	12,000	73,000	6,000	79,000
11	Arizona	A	Fort Huachuca (Cochise)	30,000	35,000	15,000	50,000
12	Colorado	I	Remington Arms Co. (Denver)	12,000	353,000	36,000	389,000
13	Texas	IN	Orange Ship Building plant (Grange)	4,000	17,000	12,000	29,000
14	do	A	Camp Barkeley (Abilene)	20,000	44,000	10,000	54,000

NINTH CORPS AREA

1	Washington	A	Fort Lewis (Tacoma)	50,000	212,500	25,000	237,500
2	California	A	March Field and Army Aircraft firing center (Riverside County)	21,200	267,200	10,600	278,000
3	do	A	Camp San Luis Obispo (San Luis Obispo)	20,000	33,000	10,000	43,000
4	do	AN	San Diego area	81,000	289,000	120,000	410,000
5	do	A	Fort Ord (Salinas)	35,000	52,000	17,500	69,500
6	do	A	Camp Roberts (Nancimento)	25,000	3,300	13,000	16,300
7	Idaho	A	Air base, Boise	2,500	74,500	1,250	76,000

CORPS AREA TOTALS

Number of establishments	Corps area	Expected aggregate military strength or industrial employees	Civilian population in critical extramilitary or industrial area		
			Normal	Expected increase	Expected total
5	First Corps	101,590	233,101	88,500	322,000
4	Second Corps	68,200	286,174	43,400	329,000
14	Third Corps	310,950	1,326,080	347,200	1,653,854
19	Fourth Corps	553,940	1,544,857	296,220	1,840,700
17	Fifth Corps	125,882	2,160,000	249,300	2,409,300
15	Sixth Corps	124,960	1,114,495	153,830	1,268,448
10	Seventh Corps	197,500	2,776,299	315,250	3,026,549
14	Eighth Corps	268,000	1,151,100	187,500	1,339,500
7	Ninth Corps	235,700	931,500	197,350	1,130,300

POPULATION AND EXPECTED INCREASE IN DEFENSE AREAS—Continued

CORPS AREA TOTALS—Continued

Number of establishments	Corps area	Public health activities annual budget			Hospital facilities			
		Recommended	Present	Required increase	Beds existing	Additional beds necessary	Capital outlay necessary	Cost—year operation
5.....	First.....	\$322,000	\$92,611	\$229,600				
4.....	Second.....	329,000	63,632	72,000	466	65	\$260,000	\$13,000
14.....	Third.....	1,653,854	416,639	948,558	2,068	965	3,860,000	193,000
19.....	Fourth.....	1,840,700	928,200	771,900	4,499	1,542	6,168,000	308,000
17.....	Fifth.....	2,409,000	880,564	1,529,000	7,932	897	3,588,000	174,000
15.....	Sixth.....	1,268,448	350,500	675,448	4,074	480	1,920,000	96,000
10.....	Seventh.....	3,030,000	1,424,000	1,603,000	13,930	170	680,000	34,000
14.....	Eighth.....	1,339,500	493,700	456,800	7,193	845	3,380,000	169,000
7.....	Ninth.....	1,130,300	563,000	573,000	4,535	665	2,660,000	133,000

Number of establishments	Corps area	Clinics			Medical care			
		Additional necessary	Capital outlay necessary	Cost—yearly operation	Population applicable	Total annual expenditure required	Expenditure by individual	Additional amount needed
5.....	First.....	5	\$175,000	\$25,000	322,000	\$6,762,000	\$4,507,000	\$2,255,000
4.....	Second.....	3	105,000	15,000	329,000	6,906,000	4,604,000	2,302,000
14.....	Third.....	14	490,000	70,000	1,653,854	34,728,500	22,710,700	11,576,500
19.....	Fourth.....	20	700,000	100,000	1,830,700	38,614,500	25,714,000	12,868,500
17.....	Fifth.....	14	490,000	70,000	2,400,000	50,366,000	33,529,000	16,837,000
15.....	Sixth.....	9	315,000	45,000	1,268,448	26,648,000	17,772,000	8,876,000
10.....	Seventh.....	9	315,000	45,000	2,997,000	62,838,000	42,892,000	20,946,000
14.....	Eighth.....	12	420,000	60,000	1,439,500	27,959,000	18,638,000	9,319,000
7.....	Ninth.....	8	280,000	40,000	1,130,300	23,700,000	15,801,000	7,900,000

Housing requirements

Number of establishments	Corps area	Units required for increased population	Additional units required	Capital expenditure needed	Units authorized by U. S. Government
5.....	First Corps.....	20,325	20,125	\$80,500,000	3,483
4.....	Second Corps.....	10,860	9,180	36,720,000	100
14.....	Third Corps.....	78,075	78,795	254,080,000	5,942
19.....	Fourth Corps.....	73,395	72,545	290,270,000	4,762
17.....	Fifth Corps.....	43,023	38,959	155,836,000	1,019
15.....	Sixth Corps.....	35,225	35,225	141,200,000	1,982
10.....	Seventh Corps.....	46,750	46,750	187,100,000	125
14.....	Eighth Corps.....		38,375	153,500,000	3,457
7.....	Ninth Corps.....	49,025	49,259	197,036,000	4,750

Number of establishments	Corps area	Public water supply (in terms of population)					
		Supply			Distribution		
		Present capacity	Additional capacity needed	Cost	Present population accessible	Additional population to be served	Cost
5.....	First Corps.....		55,500	\$1,294,000	1,661,060	64,750	\$971,200
4.....	Second Corps.....	333,300	15,700	314,000	174,026	20,460	309,000
14.....	Third Corps.....	789,440	130,500	2,610,000		150,600	2,260,000
19.....	Fourth Corps.....		129,200	2,384,000		168,150	2,521,250
17.....	Fifth Corps.....		97,800	1,880,000	714,300	150,000	2,730,000
15.....	Sixth Corps.....		35,975	719,500		69,525	1,043,000
10.....	Seventh Corps.....		31,500	630,000	2,266,000	205,500	3,082,000
14.....	Eighth Corps.....		51,250	1,025,000		102,750	1,542,000
7.....	Ninth Corps.....		57,350	1,149,000		115,600	1,731,000

Housing requirements—Continued

Sewage disposal (in terms of population)								Garbage and trash collection and disposal	
Collection					Treatment			Increased population to be served	Yearly cost
Number of establishments	Corps area	Present population served	Additional population to be served	Capital expenditure needed	Present capacity	Increased capacity needed	Capital expenditure needed		
5.....	First.....		94,500	\$3,159,000		94,500	\$1,650,000	88,500	\$177,000
4.....	Second.....	48,400	41,300	620,000	8,500	83,700	1,674,000	43,400	87,000
14.....	Third.....		316,375	3,442,000		599,500	3,388,000	434,200	868,000
19.....	Fourth.....			4,641,000			12,848,000	289,220	579,000
17.....	Fifth.....		216,600	3,268,000	21,500	335,700	6,753,000	237,200	474,000
15.....	Sixth.....			885,450			3,429,500	153,900	307,800
10.....	Seventh.....		286,700	4,546,000		174,700	3,256,000	317,750	636,000
14.....	Eighth.....		133,950	2,009,500		243,200	4,524,000	187,000	374,000
7.....	Ninth.....		197,210	2,959,500		482,600	8,127,000	197,350	394,500

Number of establishments	Corps area	Sanitary privies (based on existing privies)		Wells (based on existing wells)		Mosquito control		Rodent control	
		Requiring re-placement	Cost	Requiring correction	Cost	Estimated cost of ditching	Yearly maintenance cost	Existing buildings requiring correction	Cost
5.....	First.....	2,130	\$91,000	2,655	\$133,500	\$10,000		2,470	\$247,500
4.....	Second.....	885	37,500	1,025	51,000	107,000		2,901	290,000
14.....	Third.....	7,011	295,350	6,635	327,000	310,000		9,845	984,200
19.....	Fourth.....	9,477	403,700	8,627	433,300	2,402,000		13,335	1,333,000
17.....	Fifth.....	4,559	190,500	5,099	255,300			761	93,600
15.....	Sixth.....	2,400	103,700	2,800	139,000	30,000		1,423	142,300
10.....	Seventh.....	2,113	92,050	2,103	104,700	30,000		5,099	1,050,000
14.....	Eighth.....	1,295	55,525	1,295	51,100	130,000		5,959	595,600
7.....	Ninth.....	1,459	61,900	1,459	73,750			6,010	611,000

REPORT ON SCHOOL NEEDS IN DEFENSE AREAS

U. S. OFFICE OF EDUCATION

(RECOMMENDATIONS)

The findings of the study of school needs in defense areas, as set forth, in the attached report, show:

That there is an imperative need in many localities for additional school facilities to accommodate children of personnel connected with projects essential to the national-defense program:

That school-plant facilities should be programmed and built at the time that family housing facilities are programmed and built;

That most local school administrative units at or near these defense areas cannot possibly during the current school year, and probably not during the next school year, provide the required school facilities; and

That the Federal Government, as the responsible agency for the sudden removal of these children into communities, few of which can provide adequate school facilities for them, should without delay, authorize the use of funds to assist States in providing for the following needs:

1. *Capital outlay.*—(a) School sites and school buildings and equipment; (b) transportation equipment required for transporting pupils to and from existing public schools not within walking distance (as defined by State law).

2. *Current expense.*—(a) Cost of operation and maintenance of school plants and of transportation; and (b) salaries of teachers and other costs of instruction.

The urgency of these needs, in my opinion, justifies immediate legislation, which should include:

A. An appropriation of \$115,000,000 to be used, or as much thereof as is necessary, to assist States and outlying parts of the United States in providing for the

school needs enumerated above, with the provision that \$80,000,000 be made available immediately to assist States in establishing school plant facilities in those defense areas in which family housing units are now under construction and in some instances ready for occupancy, and in providing for the remainder of the current school year teachers' salaries and other instructional costs required to meet the increased pupil load.

B. A plan for paying the cost of needs, as follows:

(1) For children residing on public property the Federal Government should bear the cost of required capital outlay and current expense except that when such property is liquidated, a pro rata part of the cost should be assumed by the local school administrative unit or units involved.

(2) For children residing on private property not subject to immediate taxation the Federal Government should lend to the local school administrative unit the required funds for capital outlay and current expense that cannot be derived locally until the property in question appears on the tax rolls, except that during the non-tax-producing period the Federal Government should pay, in lieu of taxes, its pro rata part of the current expenses.

C. Specifications for the administration of the program as follows:

(1) Submission to the United States Office of Education by the chief State school officer of (a) an approved application for funds accompanied by certified statement of need based on evidence submitted by local school administrative units, and (b) a plan for the control and operation of school facilities to be provided by the requested funds.

(2) Cooperation of the United States Office of Education with the Department of War, the Department of the Navy, and the Division of Defense Housing Coordination in determining the premanency of required school housing.

(3) Approval by the United States Office of Education of the State plan and of need certified by the chief State school officer.

(4) Payment of funds by the Treasurer of the United States upon certification to the Secretary of the Treasury by the United States Commissioner of Education, to the respective State officials legally designated to handle public funds with the provision that such funds be administered for the approved purposes by the legally authorized agents of the State.

THE PROBLEM

Senate Resolution 324 dated October 9, 1940, called upon the Secretary of the Navy and the Secretary of War "to make a full and complete study and investigation of all school facilities at or near naval yards, Army and naval reservations, and bases at which housing programs for defense workers are being carried out or are contemplated."

Specifically three questions were asked relative to these areas, namely:

1. Whether such housing programs will necessitate additional school facilities.
2. Whether the communities adjacent to or near such yards, reservations, and bases are financially able to provide such additional facilities if needed.
3. Whether the Federal Government should provide such additional facilities irrespective of the financial ability of the community.

Following requests from the Secretary of the Navy and the Secretary of War for the United States Office of Education to make the study called for by Senate Resolution 324, plans for the study were formulated with the assistance of interested Federal agencies and State departments of education. The study as planned and carried out, however, includes all local areas affected by activities of the defense program—not only those "at which housing programs for defense workers are being carried out or are contemplated."

PROCEDURE

On November 28, 1940, the Office of Education sent to State superintendents and commissioners of education a form and instructions for collecting information for evaluating the adequacy of existing school facilities and for preparing estimates of school facilities needed to accommodate children of school age of personnel connected with projects essential to the defense program. Representatives of the chief State school officers cooperated with local school authorities in obtaining the information.

In brief, the inquiry form sought the following information:

1. The number of additional pupils that could be accommodated (as of December 1, 1940) by existing school facilities.
2. The number of additional families and of children of school age estimated in terms of available information on proposed housing units.
3. The number of additional teachers required.
4. Needed school plant facilities for increased school population.
5. Estimated amounts of funds needed for school-plant facilities (including school sites); for operation and maintenance of these facilities; for transportation facilities (including equipment and cost of operation and maintenance); and for salaries of teachers required.

Reports from State departments of education setting forth by areas (by schools and by local school administrative units) estimates, as of December 1, 1940, of needed school facilities are on file in the Office of Education. A number of area maps showing locations of existing school buildings and of proposed new buildings and additions are also on file. Tabulations based on these reports to show estimated increases in school population and estimated amounts of funds required for needed school facilities to accommodate this additional pupil load are attached as tables 1 and 2.

FINDINGS OF THE STUDY

1. Will housing programs necessitate additional school facilities?

Reports to the Office of Education point out that, with few exceptions, housing programs for defense workers necessitate additional school facilities. In most local areas affected to an appreciable extent by defense activities, the need for housing (family dwelling) units has been recognized. The influx of personnel connected with (and to be connected with) these activities is, according to the estimates submitted, generally expected to bring into these areas more children of school age than can be accommodated by existing school facilities. The exceptions noted are that several of the large city school systems can accommodate in existing school buildings additional pupils expected.

Summaries of estimates recorded in tables 1 and 2 are recorded in tables A and B.

TABLE A.—*Summaries of estimates recorded in table 1*

Item 1	On Federal reservations 2	Not on Federal reservations 3	Total 4
Number of families anticipated September 1941.....	47,182	96,742	143,924
Number of children to be accommodated September 1941.....	60,358	143,707	204,265
Number of children to be transported September 1941 ¹	14,701	35,582	50,283
Number of teachers required September 1941.....	1,895	4,815	6,710
Number of children per family September 1941 ²	1.28	1.48	1.42
Number of children per teacher September 1941 ²	31.80	30.00	30.40

¹ Taken from special tabulation by Office of Education.

² Derived from table 1.

Owing to the fact that definite information regarding housing programs for defense workers was not available for all areas involved, State and local educational officials found it difficult to prepare estimates for these areas. The large number of schools and of local school administrative units involved in areas with concentrations of population made it impossible in some instances for these State officials to submit complete returns in the short time available. Furthermore, the number of housing (family dwelling) units has been increased materially in a number of areas since November 28, 1940. Housing projects have been programmed since then in additional areas.

Estimated school needs for children residing on Federal reservations (children living in public housing units) were projected by States and localities in terms of 47,182 families (representing an equal number of public housing units).

As the program for defense-housing facilities approximates 85,000 housing (family dwelling) units, the estimated amounts of funds needed for children residing on Federal reservations will be approximately double the estimated needs projected in terms of 47,182 families (see column 2, table B). The estimated costs per child of school age for providing the needs listed in column 1 of table C, are shown in column 2 of this table. The estimated needs for the 120,700 children

of the 85,000 families, derived in terms of costs per child of school age set forth in column 2 of table C, approximate \$46,000,000 (see column 3, table C). When this amount is added to the estimated needs for children not residing on Federal reservations, the total estimated need for school facilities needed in defense areas (as projected in terms of reports on file in this office) approximates \$100,000,000. This does not include estimates from Alaska, the Philippine Islands, the Hawaiian Islands, and from local areas in States whose reports were received too late to be included in these tabulations. (See footnote 4, table C.)

TABLE B.—*Summaries of estimates recorded in table 2*

Item	Estimated amount of funds needed for children—		Total
	Residing on Federal reservation	Not residing on Federal reservation	
1	2	3	4
Capital outlay:			
Sites.....	\$692,750	\$1,708,792	\$2,401,542
Construction (new buildings, additions, equipment, and alterations).....	18,604,682	41,876,195	60,480,877
Transportation equipment.....	599,875	1,564,900	2,164,775
Total.....	19,897,307	45,149,887	65,047,194
Current expense:			
Operation and maintenance of school plant.....	656,840	1,687,277	2,344,117
Operation and maintenance of transportation.....	281,883	777,812	1,059,695
Salaries of teachers.....	2,401,514	6,709,009	9,110,523
Total.....	3,340,237	9,174,098	12,514,335
Grand total.....	23,237,544	54,323,985	77,561,529

TABLE C.—*Estimated capital outlay and current-expense needs projected in terms of cost per child of school age*

Item	Estimated cost per child of school age (column 4, table B, divided by column 4, table A)	Estimated amount of funds needed for—		
		120,700 children residing on Federal reservation ¹	143,707 children not residing on Federal reservation	Total
1	2	3	4	5
Capital outlay:				
Sites.....	\$11.76	\$1,419,432	\$1,689,994	\$3,109,426
Construction (new buildings, additions, equipment, and alterations).....	296.09	35,738,063	42,550,206	78,288,269
Transportation equipment.....	43.05	1,140,136	1,531,805	2,671,941
Total.....		38,297,631	45,772,005	84,069,636
Current expense:				
Operation and maintenance of school plant.....	11.48	1,385,636	1,649,756	3,035,392
Operation and maintenance of transportation.....	21.07	258,018	374,713	1,307,731
Salaries of teachers.....	44.60	5,383,220	6,409,332	11,792,552
Total.....		7,325,874	8,808,801	16,135,675
Grand total.....		45,624,505	54,580,806	100,205,311

¹ Projected on basis of 1.42 children of school age per family for 85,000 housing (family dwelling) units.

² The number of children to be transported is estimated at 26,484.

³ The number of children to be transported is 35,582.

⁴ When needs reported subsequently to completed tabulations are included the total will approximate \$115,000,000.

2. *Are communities adjacent to or near naval yards, Army and naval reservations and bases financially able to provide additional school facilities as needed?*

Local school administrative units in the defense areas are faced with the problem of providing school-building facilities and teachers for a large number of additional children of school age without the authority to obtain through regular channels additional funds for these needs. Some of these units find themselves with a decrease in assessed valuations of property.

(a) *Capital outlay.*—Information reflecting financial ability of local school administrative units in these areas indicate that in the main these units, because of existing legal limitations on bonded indebtedness for school purposes, cannot provide funds for capital outlay purposes. It is common practice to derive funds for capital outlay through the issuance of bonds by local school administrative units. These units must conform to limitations regarding maximum bonded indebtedness that may be incurred for school purposes and to the maximum local tax on property that may be levied for interest on and redemption of such bonded debt.

(b) *Current expense.*—Individual area reports show that in most cases local school administrative units involved find it impossible to obtain additional funds for current expenses. These local school units generally must conform to legal limitations regarding the local tax rate that may be levied for current expense for public schools. Obviously a reduction in the property subject to taxation within a local school unit reduces the income of that unit. This results when property is acquired by the Federal Government. Furthermore, local school administrative units must conform to stipulated budgetary procedures. These procedures prevent local units from increasing their respective budgets after a date fixed by law. In some instances public school authorities have no recourse in the matter of obtaining increased local funds because the additional children live on property of the Federal Government or of a private industrial concern not a part of but adjoining the local school administrative unit involved.

3. *Should the Federal Government provide such additional facilities irrespective of the financial ability of the community?*

There is urgent need for a definite Federal Government policy which includes:

(a) Authorization for the use of Federal funds for providing additional school plant facilities (including school sites) and required transportation equipment.

(b) Authorization of an annual appropriation sufficient to pay salaries of teachers necessary for children residing on Federal reservations and for operation and maintenance of school-plant facilities and transportation in (a) above.

The numerous local congested situations resulting from activities of the national-defense program are, in many instances, very acute and the immediate school problems they create cannot be solved by local school-administrative units or even by these units and the States.

The Federal Government has an obligation to provide school facilities to accommodate children of personnel connected with projects essential to this program.

In areas over which Federal jurisdiction is exclusive, States and local governmental entities, such as local school-administrative units, cannot legally provide public services, including public education.

Although State and local authorities of their own free will often grant education privileges to children residing on Federal reservations, such children have no legal right to attend public schools of the respective States. Generally, Federal reservations are not integral parts of local governmental entities such as local school-administrative units.

Equity demands that the Federal Government assume responsibility for providing educational facilities for these children.

TABLE 1.—*Estimates as of Dec. 1, 1940, of additional families, pupils, and teachers in areas affected by activities of the National-defense program (Jan. 7, 1941)*

State and area	Housing units programmed as of November 26 and reported to State	On Federal reservation			Not on Federal reservation		
		Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941	Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941
1	2	3	4	5	6	7	8
Alabama:							
Camp McClellan (Anniston).....	-----	570	180	6	150	300	9
Munitions-storage dump (near Camp McClellan).....	-----				335	600	17
Gulf Shipbuilding Corporation (Mobile County).....	-----				906	720	20
Shell-forging and machine plant (Gadsden).....	-----				952	640	18
T. C. I. Steel & Ammunition (Fairfield).....	-----	250	500	15	50	100	3
Southeast Air Depot (Mobile).....	-----				122	200	6
Alabama Dry Docks & Shipbuilding (Mobile).....	-----				150	300	9
Maxwell Field and Basic Flying School (Montgomery).....	424	290	580	17	322	644	19
Selma Pursuit School (Selma).....	208	212	424	12	30	60	2
Aluminum plant and nitrate plant No. 2 (Sheffield).....	-----				542	740	21
Total.....	632	1,322	1,684	50	3,559	4,304	124
Arizona: Fort Huachuca ¹ (Fort Huachuca).....	30						
Arkansas: Camp Joseph T. Robison (Little Rock).....	-----				1,737	2,400	73
California:							
Moffett Field (Sunnyvale).....	150	75	150	5	75	150	5
Benicia Arsenal (Benicia).....	50	10	20	1	65	140	5
Mather Field and McClellan Air Depot (Sacramento).....	-----				2,975	3,990	95
Camps Nacimiento and San Luis Obispo, and Paso Robles Airport (San Luis Obispo County).....	-----				1,161	3,929	155
Fort Baker and Barry and Hamilton Field (Marin County).....	175	105	300	9			
Fort Ord and Salinas Army Airport (Salinas).....	550	550	794	26	945	1,781	51
Nacimiento Replacement Center ¹ (Bradley).....	-----				40	40	1
Ryan Air School (Hemet).....	-----						
San Diego Bay military area (San Diego).....	1,200	5,000	5,000	156	7,196	5,559	207
March Field and National Guard base (Riverside) ¹	150						
Mare Island Navy Yard (Vallejo).....	850	725	3,500	93			
Alameda Naval Base ¹ (Alameda).....	600						
Total.....	3,725	6,465	9,764	290	12,457	15,589	519
Colorado:							
Lowry Field (Aurora).....	125	125	250	9			
Fort Logan (Fort Logan).....	45	75	145	5	550	505	17
Total.....	170	200	395	14	550	505	17
Connecticut:							
Hartford.....	1,000				5,000	4,196	179
Bridgeport.....					4,200	4,924	183
New London-Groton.....	100	100	110	4	500	319	11
Total.....	1,100	100	110	4	9,700	9,439	373
Delaware: Fort Du Pont ¹ (Delaware City).....	20						
District of Columbia: Southeast and Southwest (Washington).....	600	1,000	3,200	85	1,952	2,262	62

¹ Reported "No need at present."

TABLE 1.—*Estimates as of Dec. 1, 1940, of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Jan. 7, 1941)—Continued*

State and area	Housing units programmed as of November 26 and reported to State	On Federal reservation			Not on Federal reservation		
		Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941	Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941
1	2	3	4	5	6	7	8
Florida:							
Camp Blanding and auxiliary air base (Clay County).....		600	600	18	1,100	2,200	68
West Palm Beach Air Base (West Palm Beach).....	300	300	300	12	300	600	22
Orlando Army Air Base (Orlando).....	100				175	525	11
Jacksonville Naval Air Station (Jacksonville).....	200	800	1,600	47	900	1,800	52
MacDill & Tampa Shipbuilding & Engineering Co. (Tampa).....	300	400	600	25	400	750	32
Fort Barrancas and Pickens, naval air station, Corry, Saufley, and subsidiary fields and shipyards (Pensacola).....	200	600	600	20	600	1,200	40
Fourth Corps Area Air Base (Tallahassee).....	100	100	100	4	400	800	24
Total.....	1,200	2,800	3,800	126	3,875	7,875	249
Georgia:							
Army hospital and air field (Chamblee).....					75	150	5
Supply depot, Fourth Corps Area (Conley).....					50	100	3
Fort Benning (Columbus).....	962	1,962	2,300	70	1,550	2,400	64
Supply depot, Fourth Corps Area (Forest Park).....		300	600	21	450	900	32
Camp Blanding [Starke, Fla.] (Lowndes County).....					50	100	3
Camp Stewart (Hinesville).....					300	600	24
Fort Oglethorpe (Rossville).....	50	40	120	5	315	720	23
Total.....	1,012	2,302	3,020	96	2,790	4,970	154
Idaho: Army air base (Boise)¹.....							
	100						
Illinois:							
Great Lakes Naval Training Station and Fort Sheridan (Great Lakes, Fort Sheridan, and North Chicago).....	200	100	78	2	50	100	3
Savanna Ordnance Depot (Savanna).....	200	30	60	2			
Proposed munitions plant and Elwood-Kankakee Ordnance (Joliet) ¹							
Rock Island Arsenal (Rock Island, Moline, and East Moline).....	602				605	853	30
Air Corps Technical School (and Scott Field ¹), Chanute Field (Rantoul).....	400	400	575	19	75		
Total.....	1,402	530	713	23	730	953	33
Indiana: Indiana Ordnance (Charleston).....							
		11			593	1,210	48
Iowa: Burlington shell-loading plant (Burlington).....							
		2,000			3,700	4,270	172
Kentucky: Fort Knox (Fort Knox).....							
	700	700	840	28	200	400	15
Louisiana: Camps Beauregard, Livingston and Claiborne, and airport (Alexandria).....							
					300	600	23
Maine:							
Bangor Airport (Bangor).....	150	150	300				
Portsmouth, [New Hampshire] Navy Yard (Kittery Point).....		600	1,200	36	100		
Bath Iron Works (Bath, Brunswick).....					250	140	19
Total.....	150	750	1,500	36	350	140	19

¹Reported "No need at present."

TABLE 1.—*Estimates as of Dec. 1, 1940, of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Jan. 7, 1941)—Continued*

State and area 1	Housing units programmed as of November 26 and reported to State 2	On Federal reservation			Not on Federal reservation		
		Number of families anticipated Sep- tember 1941 3	Number of children to be accom- modated September 1941 4	Number of teachers required Septem- ber 1941 5	Number of families anticipated Sep- tember 1941 6	Number of children to be accom- modated September 1941 7	Number of teachers required Septem- ber 1941 8
Maryland:							
Camp Holabird (Baltimore) ¹	100	-----	-----	-----	-----	-----	-----
Edgewood Arsenal and Aberdeen Prov- ing Ground (Bd Air).....	1,000	1,000	1,700	60	-----	-----	-----
Naval Powder Factory (Indian Head).....	350	300	1,900	52	45	-----	-----
Total.....	1,450	1,300	3,600	112	45	-----	-----
Massachusetts:							
Westover Field (Chicopee).....	200	-----	-----	-----	200	400	12
Fort Devens (Ayer) ¹	300	-----	-----	-----	-----	-----	-----
Squantum Naval Base (Quincy) ¹	50	-----	-----	-----	-----	-----	-----
Total.....	550	-----	-----	-----	200	400	12
Michigan:							
Fort Custer (Battle Creek).....	250	600	1,200	30	1,600	3,200	100
Selfridge Field (Mount Clemens) ¹	130	-----	-----	-----	130	260	9
Total.....	380	600	1,200	30	1,730	3,460	109
Mississippi:							
Thirty-eighth bombardment and thirty- sixth air base group (Jackson).....	50	50	100	4	200	360	9
Camp Shelby (Hattiesburg).....	-----	170	380	12	1,805	3,416	116
Ingalls Shipbuilding Corporation (Pas- cagoula).....	700	700	1,300	27	-----	-----	-----
Total.....	750	920	1,780	43	2,005	3,776	125
Missouri:							
Munitions plant (Lake City).....	-----	-----	-----	-----	6,364	12,000	400
Seventh Corps Camp (Waynesville, Newburg, Rolla).....	-----	1,500	3,000	109	4,660	9,320	400
Fairfax Airplane Factory (Parkville).....	-----	-----	-----	-----	4,827	9,000	260
Weldon Springs Ordnance Plant (Wel- don Springs).....	-----	-----	-----	-----	1,000	2,000	50
Total.....	-----	1,500	3,000	109	16,851	32,320	1,110
Nevada:							
Naval ammunition depot (Hawthorne).....	50	20	100	4	-----	-----	-----
Boulder Dam Reservation (Boulder).....	-----	20	75	3	-----	-----	-----
Total.....	50	40	175	7	-----	-----	-----
New Hampshire: Portsmouth Navy Yard (Portsmouth).....	600	-----	1,160	46	400	-----	-----
New Jersey:							
Fort Dix (Wrightstown).....	100	100	200	7	-----	-----	-----
Fort Monmouth (Long Branch).....	525	525	525	12	-----	-----	-----
Lakehurst Naval Air Station (Lake- hurst).....	50	50	100	3	-----	-----	-----
New York Shipbuilding Corporation (Camden).....	-----	500	500	16	250	250	7
Total.....	675	1,175	1,325	38	250	250	7
New Mexico: Nineteenth Bombardment Group, Fourth air base (Albuquerque).....	100	100	200	8	238	400	16
North Carolina: Fort Bragg (Fayetteville).....	550	50	1,100	34	-----	-----	-----
Oklahoma: Fort Sill (Lawton).....	150	150	225	10	510	765	19

¹ Reported "No need at present."

TABLE 1.—*Estimates as of Dec. 1, 1940, of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Jan. 7, 1941)*—Continued

State and area	Housing units programmed as of November 26 and reported to State	On Federal reservation			Not on Federal reservation		
		Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941	Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941
1	2	3	4	5	6	7	8
Oregon:							
Air base and ammunition dump (Pendleton).....					300	600	20
Fort Stevens and Tongue Point Naval Base.....		60	70	2			
Total.....		60	70	2	300	600	20
Pennsylvania:							
Erie-Titusville.....					750	1,400	31
Philadelphia Navy Yard (Philadelphia).....		600	300	10	2,500	3,200	84
Middletown Airport and Depot (Middletown).....					50	100	4
Total.....		600	300	10	3,300	4,700	119
Rhode Island:							
Naval air base, Quonset Point (North Kingston).....	238	300	600	38	200	400	25
Fort Adams (Newport).....	862	1,200	1,400	55	918	938	35
Total.....	1,100	1,500	2,000	93	1,118	1,338	60
South Carolina:							
Charleston Navy Yard (Charleston).....	600	2,920	4,356	108	1,046	1,892	57
Fort Jackson (Columbia).....	200	400	400	16	1,000	3,200	108
Parris Island (Beaufort).....	50	104	76	3	150	300	11
Infantry replacement center (Spartanburg).....					600	900	29
Total.....	850	3,424	4,832	127	2,796	6,092	205
South Dakota: Fort Meade (Sturgis).....	50				50	10	2
Tennessee:							
Aluminum Co. of America (Alcoa and Maryville).....					1,400	3,317	109
Fort Loudon and Tennessee Valley Authority Dam (Lenoir City).....					620	1,240	34
Cherokee Dam (Jefferson City and Morristown).....					400	625	11
Watts Bar Dam (Spring City).....					90	180	8
Camp Peay (Tulahoma).....					1,000	1,600	56
Vultee Inc. (Nashville).....					3,500	3,000	91
Tennessee Powder Co. (Millington).....					500	800	32
Total.....					7,510	10,762	341
Texas:							
Abilene Cantonment (Abilene).....					275	605	20
Camp Bowie and One Hundred and Eleventh Flying Field (Brownwood).....					1,175	2,350	72
Camp Hulen (Palacios).....		100	200	6	300	600	12
Camp Wolters (Mineral Wells).....		50	100	3	600	1,425	42
Fort Bliss (El Paso).....	200	400	800	26	500	1,000	29
Fort Russell (Marfa).....		15	30	1	10	20	7
Fort Clark (Brackettville).....	56	150	300	12	75	150	7
Fort McIntosh and Air School (Laredo).....		500	600	19			
Fort Sam Houston (Bexar County).....		100	180	7	660	1,320	32
Fort Sam Houston (San Antonio).....	600						
Hensley Army Airport and Naval Air Base, and North American Aviation, Inc. (Grand Prairie).....					1,000	2,000	57

¹ Reported "No need at present."

TABLE 1.—*Estimates as of Dec. 1, 1940, of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Jan. 7, 1941)—Continued*

State and area 1	Housing units programmed as of Nov. 26 and re- ported to State 2	On Federal reservation			Not on Federal reservation		
		Number of families anticipated Sep- tember 1941 3	Number of children to be accommo- dated September 1941 4	Number of teachers required Septem- ber 1941 5	Number of families anticipated Sep- tember 1941 6	Number of children to be accommo- dated September 1941 7	Number of teachers required Septem- ber 1941 8
Texas—Continued.							
U. S. Naval Air Station (Corpus Christi)	1,000	760	433	14	1,500	1,050	40
Orange Shipyards (Orange)	500	1,000	1,500	50	2,375	3,562	119
Advanced Army Flying School (San Angelo)	100	200	400	15	400	130	25
Total	2,356	3,275	4,543	153	8,870	14,212	462
Utah:							
Fort Douglas (Salt Lake City) ²					225	450	15
Ogden Ordnance Depot and Hill Field (Sunset and Clearfield)		20	40	1	150	450	16
Army supply depot (Ogden) ¹							
Tooele (Tooele County) ¹							
Total		20	40	1	375	900	31
Virginia:							
Radford (Radford)		600	600	15	625	625	15
Fort Belvoir (Alexandria)	300				800	518	17
Fort Story, Norfolk Navy Yard, and Camp Pendleton (Fort Story, Ports- mouth, and Virginia Beach)	3,952	100	200	6	2,410	1,210	56
Total	4,252	700	800	21	3,835	2,353	88
Washington:							
Seattle and suburbs (Seattle)	150				496	745	28
Port Warden (Port Townsend)		125	160	5	50	80	2
Puget Sound Navy Yard (Bremerton, Port Orehard, and Kitsap County)	600	1,400	1,400	46	1,420	2,120	70
Fort Lewis, Camp Murray, and Mc- Chord Field (Tacoma and Du Pont)	400	500	1,150	32	400	800	22
Sunset Airport (Spokane)	200				200	200	1
Coast Guard and airport (Port Angeles) ¹							
Total	1,350	2,025	2,710	83	2,566	3,945	123
West Virginia: South Charleston Ordnance Plant (South Charleston)	450	550	1,100	37	1,100	2,017	73
Wyoming: Fort Warren (Cheyenne)					200	400	12
Total for States reporting	26,504	36,669	55,185	1,716	96,742	143,617	4,815
OUTLYING PARTS							
Canal Zone: Canal Zone (Panama)	2,225	10,435	5,016	176			
Virgin Islands: Bourne Field ² (St. Thomas)	50	78	156	3			
Total for outlying parts	2,275	10,513	5,172	179			
Grand total	28,779	47,182	60,358	1,895	96,742	143,617	4,815

¹ Reported "No need at present."² Reported "Impossible at present to make an intelligent estimate."

Supplement to Table 1 dated Jan. 7, 1941: Estimates of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Feb. 15, 1941)

State and area	Housing units programmed as of Nov. 26 and reported to State	On Federal reservation			Not on Federal reservation		
		Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941	Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941
1	2	3	4	5	6	7	8
California:							
Alameda School District (Downey)					200	400	13
Long Beach-Fort McArthur, Reeves Field, and new Douglas airplane factory (Artesia)					75	130	4
Bellflower School District (Bellflower)					200	1,900	58
Terminal Island—Douglas aircraft factory and Long Beach municipal airport (Long Beach)					300	300	8
Lockheed and Vega plants (Burbank)					5,750	1,400	42
Vultee and Douglas plants (Clearwater)					300	300	8
Elementary and Union High School (Downey)	400				1,575	2,050	60
Airplane factories, etc. (Lynwood)					500	400	11
Montebello Unified School District (Montebello)					400	950	27
Long Beach area:							
Llewellyn School District					400	300	8
Whittier Union High School District					100	200	5
Douglas Aircraft Corporation—Norwalk					200	200	6
United States naval operating base and Douglas airplane factory—Long Beach		1,010	360	22	1,500	540	33
Ninth Corps Area ¹ (San Francisco)	150						
County of Fresno ¹ (Fresno)							
Total	550	1,010	360	22	11,500	9,070	283
Florida: Naval air station (Dade County—Miami)		400	400	13	300	300	10
Iowa: Rock Island [Illinois] Arsenal (Davenport)					295	590	20
Kansas: Fort Riley (Ogden)	125				100	225	7
Maryland:							
U. S. Naval Academy (Annapolis)	50	75	150	10	75	150	10
Fort George G. Meade (Anne Arundel County)	115	230	460	12	50	100	2
U. S. Coast Guard Depot (Anne Arundel County)		29	63	1			
U. S. Army Ordnance Depot ¹ (Anne Arundel County)							
Total	165	334	673	23	125	250	12
Massachusetts: Camp Edwards ¹ (Bourne)							
Michigan:							
Plymouth School District No. 1 Fr. (Wayne County)					500	358	15
U. S. Tank Plant, etc. (Macomb and Oakland Counties, near Detroit)					2,000	5,260	160
Total					3,100	5,618	175
Minnesota:							
Navy Yard, North Pump ¹ (Fridley—County)							
Navy Yard (Fridley—Independent)					600	1,800	20
Total					600	1,800	20
Nebraska: Seventh Corps Area (Omaha)					1,500	2,400	80
Oregon: Proposed Air Base, Defense Industries—Bonneville Dam (Portland)		32	10		100	231	10
Tennessee: Wolf Creek Ordnance Plant (Milan)					3,000	3,000	105
Texas:							
Fort Bliss (El Paso—3 districts—County)		200	300	10	412	601	24
Grand Prairie plane factory (Arlington)					800	1,600	45

¹ Reported "No need at present."

Supplement to Table 1 dated Jan. 7, 1941: Estimates of additional families, pupils, and teachers in areas affected by activities of the national-defense program (Feb. 15, 1941)—Continued

State and area	Housing units programmed as of Nov. 26 and reported to State	On Federal reservation			Not on Federal reservation		
		Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941	Number of families anticipated September 1941	Number of children to be accommodated September 1941	Number of teachers required September 1941
1	2	3	4	5	6	7	8
Texas—Continued.							
Army post (Brownsville)		285	554	16	325	900	27
Garland Independent School District (Garland)					150	300	11
Camp Bowie (Bangs [Brownwood])					60	160	5
Total		485	854	26	1,747	3,561	112
Virginia:							
Radford Ordnance Works (Pulaski)					200	400	12
Radford area (Hercules Powder Co.—Montgomery County)					400	800	24
Fort Belvoir (Fairfax County)					1,800	1,800	55
Fifth Naval District (Norfolk)		1,542	1,500	40			
Naval Mine Depot, etc. (York County)	50	125	200	6			
Fort Eustis and Newport News (Warwick County)	115	1,250	700	27	575	400	13
Norfolk County (Norfolk)		200	300	10	666	1,000	20
Elizabeth City County and city of Hampton (Hampton)	350	440	660	21	600	1,200	35
Naval Proving Ground (Dahlgren)		220	185	8	100	200	7
Quantico Marine base (Quantico)	100	46	92	3	40	80	3
Arlington Cantonment (Arlington)		225	225	8	850	850	28
Total	615	4,048	3,862	123	5,231	6,730	197
Total for States reporting	1,455	6,309	6,159	207	27,598	33,775	1,031
Alaska: OUTLYING PARTS							
Army air base (Anchorage)	325				150	260	7
Ladd Field ¹ (Fairbanks)							
Naval air base (Kodiak)	250	300	60	3			
Sitka Naval Air Station (Sitka)	125	90	85	4	40	10	
Naval air base (Unalaska)	75	72	75	4	85	110	5
Total	775	462	220	11	275	380	12
Hawaii:							
Fort Kamehameha—Hickam Field (Honolulu)	550	1,400	1,325	40			
Pearl Harbor and Mokapu (Honolulu)	1,300	733	1,466	45			
Total	1,850	2,133	2,791	85			
Puerto Rico:							
Fort Buchanan Naval Air Station (San Juan)	600	800	1,800	46	250	650	17
Borinquen base (Aguadilla)	300	300	475	16	150	550	15
Ponce air base (Juana Diaz)		200	400	10	100	300	8
Henry barracks (Cayey)	30	30	90	4	70	210	8
Total	930	1,330	2,765	76	570	1,710	48
Total for outlying parts	3,555	3,925	5,776	172	845	2,090	60
Grand total	5,010	10,234	11,935	379	28,443	35,865	1,091

RECAPITULATION

For States:							
1. As reported in table 1	26,504	36,669	55,186	1,716	93,742	143,617	4,815
2. As reported in supplement	1,455	6,309	6,159	207	27,598	33,775	1,031
Total	27,959	42,978	61,345	1,923	124,340	177,392	5,846
For outlying parts:							
1. As reported in table 1	2,275	10,513	5,172	179			
2. As reported in supplement	3,555	3,925	5,776	172	845	2,090	60
Total	5,830	14,438	10,948	351	845	2,090	60
Grand total	33,789	57,416	72,293	2,274	125,185	179,482	5,906

¹ Reported "No need at present."

Connecticut: Hartford..... Bridgeport..... New London-Groton..... Total.....	2,000	50,000	5,000	55,000	300	4,500	3,150
	2,000	50,000	5,000	55,000	300	4,500	3,150
Delaware: Fort Dupont ¹ (Delaware City) District of Columbia: Southeast and Southwest (Washington) Florida: Camp Blanding and auxiliary air base (Clay County) West Palm Beach Air Base (West Palm Beach) Orlando Army Air Base (Orlando) Jacksonville Naval Air Station (Jacksonville) MacDill & Tampa Shipbuilding & Engineering Co. (Tampa) Forts Barrancas and Pickens, naval air station, Cory, Saultley, and subsidiary fields and shipyards (Pensacola) Fourth Corps Area Air Base (Tallahassee) Total.....	4,250	383,472	20,208	403,680	19,200		43,200
	5,000	144,000	7,200	151,200	3,000	5,500	20,400
	5,000	56,000	4,750	60,750	4,500	8,300	14,400
			1,000	3,000	4,500	10,500	13,200
	83,000	1,133,440	143,100	1,465,020	18,633	4,881	8,881
	10,000	120,000	10,000	130,000	5,000	28,000	25,000
	2,000	50,000	3,500	53,500	1,500	9,000	9,000
			1,200	17,200	400	5,000	5,000
		105,000	1,523,440	170,750	1,881,670	33,533	57,181	175,200
Georgia: Army hospital and air field (Chamblee) Supply depot, Fourth Corps Area (Conley) Fort Benning (Columbus) Supply depot, Fourth Corps Area (Forest Park) Camp Blanding (Starke, Fla.) (Lowndes County) Camp Stewart (Minesville) Fort Oglethorpe (Rossville) Total.....	50,000	250,000	50,000	300,000	2,200	33,000	28,000
	4,000	35,000	10,000	45,000	1,350	4,700	4,050
	54,000	285,000	60,000	345,000	3,550	37,700	32,050
Idaho: Army air base (Boise) ¹ Illinois: Great Lakes Naval Training Station and Fort Sheridan (Great Lakes, Fort Sheridan, and North Chicago) Savanna Ordnance Depot (Savanna) Proposed munitions plant and Elwood-Kankakee ordnance (Joliet) Rock Island Arsenal (Rock Island, Moline, and East Moline) Air Corps Technical School, Chanute Field (Rantoul) Total.....		99,079	2,636	101,715	1,000		17,000
							2,500
Indiana: Indiana ordnance (Charleston) Iowa: Burlington shell-loading plant (Burlington) Kentucky: Fort Knox (Fort Knox) Louisiana: Camps Beauregard, Livingston, and Claiborne, and airport (Alexandria)		275,000	12,000	287,000	5,000	10,520	28,000

Reported "No need at present."

Unable to segregate data for "on" and "off" reservation.

TABLE 2.—Estimates (as of Dec. 1, 1940) of funds for needed school plant and transportation facilities and for salaries of teachers in areas affected by activities of the national-defense program (Jan. 3, 1941)—Continued

NEEDED FOR CHILDREN RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—					Operation and maintenance	Transportation	Salaries of teachers
		New buildings	Additions	Equipment	Alterations	Total			
Maine:									
Bangor Airport (Bangor)							\$2,228	\$20,000	
Portsmouth [New Hampshire] Navy Yard (Kittery Point)		\$225,000		\$35,000		\$260,000	5,000	8,000	
Bath Iron Works (Bath, Brunswick)									
Total		225,000		35,000		260,000	7,228	28,000	
Maryland:									
Camp Holabird (Baltimore)									
Edgewood Arsenal and Aberdeen Proving Ground (Bel Air)	\$6,000	225,000	\$140,000	29,000		394,000	17,000	28,000	\$81,000
Naval Powder Factory (Indianhead)	2,000	285,000	35,000	25,500		345,500	15,000		72,800
Total	8,000	510,000	175,000	54,500		739,500	32,000	28,000	153,800
Massachusetts:									
Westover Field (Chicopee)									
Fort Devens (Ayer)									
Squadron Naval Base (Quincy)									
Total									
Michigan:									
Fort Custer (Battle Creek)		285,000	175,000	55,000	\$16,000	\$531,000	12,000	39,000	45,000
Selfridge Field (Mount Clemens)									
Total		285,000	175,000	55,000	16,000	\$531,000	12,000	39,000	45,000
Mississippi:									
Thirty-eighth bombardment and thirty-sixth air base group (Jackson)			10,000	750		10,750	932	3,283	4,170
Camp Shelby (Hattiesburg)	6,000	46,500	24,000	11,500		82,000	3,500		14,000
Ingalls Shipbuilding Corporation (Pascagoula)	15,000	120,000	30,000	21,000		171,000	9,500		29,000
Total	21,000	166,500	64,000	33,250		263,750	13,332	3,283	47,170

	Munitions plant (Lake City)	15,500	605,000	33,000	52,000	17,000	768,000	30,000	224,400	114,400
	Seventh Corps Camp (Waynesville, Newburg, Rolla)									
	Fairfax Airplane Factory (Parkville)									
	Weldon Springs Ordnance Plant (Weldon Springs)									
Total		15,500	605,000	33,000	52,000	17,000	768,000	30,000	224,400	114,400
Nevada:										
	Naval ammunition depot (Hawthorne)		60,000	27,000	5,000	7,500	32,000	4,000		4,500
	Boulder Dam Reservation (Boulder)				21,090		87,500	7,000		5,000
Total			60,000	27,000	26,090	7,500	119,500	11,000		9,500
New Hampshire:	Portsmouth Navy Yard (Portsmouth)	1,000	215,600	44,000	39,200		298,800	6,480		38,400
New Jersey:										
	Fort Dix (Wrightstown)				19,250	10,750	290,000	5,000		13,600
	Fort Monmouth (Long Branch)	5,000	221,000	170,000	13,250		234,250	10,000		18,000
	Lakehurst Naval Air Station (Lakehurst)	2,000	55,000		4,000		59,000	3,000	3,625	5,000
	New York Shipbuilding Corporation (Camden)		175,000		13,000		188,000	14,000		23,600
Total		7,000	451,000	170,000	49,500	10,750	681,250	32,000	3,625	60,200
New Mexico:	Nineteenth Bombardment Group, fourth air base (Albuquerque)		250,000		25,000		275,000	6,000	6,000	11,700
	North Carolina: Fort Bragg (Fayetteville)	5,000	220,000		30,000		240,000	5,000		35,000
	Oklahoma: Fort Sill (Lawton)		75,000		5,000		80,000	1,500	4,500	5,500
Oregon:										
	Air base and ammunition dump (Pendleton)			2,000			2,250	150	180	1,800
	Fort Stevens and Tongue Point Naval Base									
Total				2,000	250		2,250	150	180	1,800
Pennsylvania:										
	Erie Titusville									
	Philadelphia Navy Yard (Philadelphia)			300,000	20,000		320,000	6,000		141,000
	Middletown Airport and Depot (Middletown)									
Total				300,000	20,000		320,000	6,000		141,000
Rhode Island:										
	Naval air base, Quonset Point (North Kingston)	10,000	225,000	180,000	34,000	15,000	454,000	20,000	38,000	58,000
	Fort Adams (Newport)	50,000	1,400,000		139,250		1,539,250	35,000	41,700	102,800
Total		60,000	1,625,000	180,000	173,250	15,000	1,993,250	55,000	79,700	160,800

Reported "No need at present."

TABLE 2.—Estimates (as of Dec. 1, 1940) of funds for needed school plant and transportation facilities and for salaries of teachers in areas affected by activities of the national-defense program (Jan. 3, 1941)—Continued

NEEDED FOR CHILDREN RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—					Operation and maintenance	Transportation	Salaries of teachers
		New buildings	Additions	Equipment	Alterations	Totals			
South Carolina:									
Charleston Navy Yard (Charleston)	\$110,000	\$1,080,000	\$403,000	\$191,350		\$1,654,350	\$58,470		\$139,835
Fort Jackson (Columbia)	2,000	125,000		18,775		143,775	4,000	\$20,000	12,000
Parris Island (Beaufort)			40,000	6,000		46,000	760		3,600
Infantry Replacement Center (Spartanburg)									
Total	112,000	1,185,000	443,000	216,125		1,844,125	63,230	20,000	155,435
South Dakota: Fort Meade (Sturgis)									
Tennessee:									
Aluminum Co. of America (Alcoa and Maryville)									
Fort Loudon and T. V. A. Dam (Lenoir City)									
Cherokee Dam (Jefferson City and Morristown)									
Watts Bar Dam (Spring City)									
Camp Peay (Tullahoma)									
Yulise, Inc. (Nashville)									
Tennessee Powder Co. (Millington)									
Total									
Texas:									
Abilene Cantonment (Abilene)			10,000	\$2,000		12,000	500		3,000
Camp Bowie and One Hundred and Eleventh Flying Field (Brownwood)									
Camp Hulen (Palacios)									
Camp Wolters (Mineral Wells)			185,000	19,000	2,500	206,500	5,000	16,500	41,000
Fort Bliss (El Paso)									
Fort Russell (Marfa)	30,000								
Fort Clark (Brackettville)	1,000	40,080	8,100	2,125		50,305		11,240	9,675
Fort McIntosh and Air School (Laredo)	10,000	150,000		20,000		170,000	5,000		30,000
Fort Sam Houston (Bexar County)			35,200	2,857	3,150	41,207	1,130	3,000	6,150
Fort Sam Houston (San Antonio)									
Hensley Army Airport and Naval Air Base, and North American Aviation, Inc. (Grand Prairie)									
U. S. Naval Air Station (Corpus Christi)	2,000	80,000		16,000		96,000	3,150	36,000	21,000

Orange Shipyards (Orange)	50,000	201,500	58,500	52,000	-----	312,000	7,500	-----	57,060
Advanced Army Flying School (San Angelo)	2,000	-----	53,000	6,500	-----	61,500	6,500	5,400	13,000
Total	95,000	471,580	351,800	120,482	5,650	949,512	28,780	72,140	180,945
Utah:									
Fort Douglas (Salt Lake City)									
Ogden Ordnance Depot and Hill Field (Sunset and Clearfield)				440		440	1,000		1,600
Army supply depot ¹ (Ogden)									
Tooele (Tooele County) ¹									
Total				440		440	1,000		1,600
Virginia:									
Radford (Radford)	2,500	90,000	55,500	13,300	2,500	161,300	3,388		17,240
Fort Belvoir (Alexandria)									
Fort Story, Norfolk Navy Yard, and Camp Pendleton (Fort Story, Portsmouth, and Virginia Beach)									
Total	2,500	90,000	55,500	13,300	2,500	161,300	3,388		17,240
Washington:									
Seattle and suburbs (Seattle)				6,000		171,120			6,780
Fort Warden (Port Townsend)		155,920	9,200						
Puget Sound Navy Yard (Bremerton, Port Orchard, and Kitsap County)	50,000	850,000		150,000		1,000,000	37,044	61,685	86,436
Fort Lewis, Camp Murray, and McChord Field (Tacoma and Du Pont)			153,000	10,000	11,000	174,000	4,600	6,000	31,000
Sunset Airport (Spokane) ¹									
Coast Guard and airport (Port Angeles) ¹									
Total	50,000	1,005,920	162,200	166,000	11,000	1,345,120	41,644	67,685	124,216
West Virginia: South Charleston Ordnance Plant (South Charleston)	30,000	135,000	80,000	18,300		233,300	37,000	43,500	42,480
Wyoming: Fort Warren (Cheyenne)									
Total for States reporting	592,750	12,472,262	3,172,059	1,804,061	143,400	17,591,782	641,840	877,268	2,333,790
OUTLYING PARTS									
Canal Zone: Canal Zone (Panama)		899,800		83,800	29,300	1,012,900	15,000	4,500	67,724
Virgin Islands: Bourne Field ¹ (St. Thomas)									
Total for outlying parts		899,800		83,800	29,300	1,012,900	15,000	4,500	67,724
Grand total	592,750	13,372,062	3,172,059	1,887,861	172,700	18,604,682	656,840	881,758	2,401,514

¹ Reported "No need at present."

Connecticut:											
Hartford	20,130	765,250	394,350	146,550		1,306,150	54,320	121,500	297,378		
Bridgeport	55,472	1,585,700	381,000	286,490		2,203,190	52,944	99,000	182,161		
New London-Groton			55,000	10,000		65,000	2,600	27,000	14,900		
Total	75,602	2,350,950	830,350	393,040		3,574,340	109,864	247,500	494,439		
Delaware: Fort Du Pont 1 (Delaware City)											
District of Colum bia. Southeast and Southwest (Washington)	195,500	848,280	839,472	184,416		1,872,168	72,900		206,400		
Florida:											
Camp Blanding and auxiliary air base (Clay County)	8,500	404,000		24,000	8,000	436,000	9,500	5,500	62,800		
West Palm Beach Air Base (West Palm Beach)		21,000	88,000	8,000		117,000	11,500		25,200		
Orlando Army Air Base (Orlando)											
Jacksonville Naval Air Station (Jacksonville)	90,000	1,360,800	168,480	158,100		1,687,380	18,633	5,471	107,947		
MacDill & Tampa Shipbuilding & Engineering Co. (Tampa)		230,000		15,000		245,000	10,000		25,000		
Fort Barrancas and Pickens, naval air station, Corry, Sautley, and subsidiary fields and shipyards (Pensacola)	15,000	375,000		30,000		405,000	8,500		43,000		
Fourth Corps Area Air Base (Tallahassee)	15,000	120,000	20,000	19,900	30,000	189,900	5,000		40,000		
Total	128,500	2,510,800	276,480	253,000	38,000	3,080,280	63,133	10,971	303,947		
Georgia:											
Army hospital and air field (Chamblee)			20,000	1,300		21,300	300	5,200	5,000		
Supply depot, Fourth Corps Area (Conley)			8,000	500		8,500	200	2,600	3,000		
Fort Benning (Columbus)	175,000	571,000	74,000	110,000		755,000	3,100	48,000	95,000		
Supply depot, Fourth Corps Area (Forest Park)	1,000	275,000	120,000	110,000		505,000	25,000	50,000	38,500		
Camp Blanding (Starke, Fla.) (Lowndes County)			12,000	750		12,750			2,700		
Camp Stewart (Hinesville)	2,000	62,000	16,000	5,500		83,500		2,800	2,880		
Camp Oglethorpe (Rossville)			159,000	37,500	17,000	213,500	8,100	23,850	24,300		
Total	178,000	908,000	409,000	265,550	17,000	1,599,550	30,700	132,450	171,380		
Idaho: Army air base (Boise) 1											
Illinois:											
Great Lakes Naval Training Station and Fort Sheridan (Great Lakes, Fort Sheridan, and North Chicago)											
Savanna Ordnance Depot (Savanna)											
Proposed munitions plant and Elwood-Kaukaee Ordnance (Joliet)											
Rock Island Arsenal (Rock Island, Moline, and East Moline)	50,000		315,000	26,300		341,300	11,750		46,184		
Air Corps Technical School, Chanute Field (Rantoul)											
Total	50,000		315,000	26,300		341,300	11,750		46,184		
Indiana:											
Indiana ordnance (Charleston)	750	400,000	380,000	58,000		838,000		4,000	30,300		
Iowa: Burlington shell-loading plant (Burlington)	2,000	1,142,000	96,000	161,000	4,000	1,403,000	94,000	7,634	227,310		
Kentucky: Fort Knox (Fort Knox)		40,000	54,000	6,300		100,300		2,500	12,000		
Louisiana: Camps Beauregard, Livingston, and Claiborne, and airport (Alexandria)			12,000	4,800		16,800	9,874	5,997	18,589		

1 Reported "No need at present."

2 Unable to segregate data for "on" and "off" reservation.

TABLE 2.—*Estimates (as of Dec. 1, 1940) of funds for needed school plant and transportation facilities and for salaries of teachers in areas affected by activities of the national-defense program (Jan. 3, 1941)—Continued*

NEEDED FOR CHILDREN NOT RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—				Operation and main-tenance	Transpor-tation	Salaries of teachers
		New build-ings	Additions	Equipment	Alterations			
Maine:								
Bangor Airport (Bangor)								
Portsmouth [New Hampshire] Navy Yard (Kittery Point)	\$500	\$100,000	\$50,000	\$16,000		\$4,850	\$12,000	\$20,300
Bath Iron Works (Bath, ¹ Brunswick)								
Total	500	100,000	60,000	16,000		4,850	12,000	20,300
Maryland:								
Camp Holabird (Baltimore) ¹								
Edgewood Arsenal and Aberdeen Proving Ground (Bel Air)								
Naval Powder Factory (Indianhead)								
Total								
Massachusetts:								
Westover Field (Chicopee)								22,000
Fort Devens (Ayer)								
Squantum Naval Base (Quincy) ¹								
Total								22,000
Michigan:								
Fort Custer (Battle Creek)		210,000	409,000	91,000	\$10,000	40,000	78,000	150,000
Selfridge Field (Mount Clemens)								
Total		210,000	409,000	91,000	10,000	40,000	78,000	150,000
Mississippi:								
Thirty-eighth bombardment and thirty-sixth air base group (Jackson)						1,831	1,644	9,585
Camp Shelby (Hattiesburg)	35,000	371,000	126,500	77,300	1,500	22,790	38,380	90,840
Ingalls Shipbuilding Corporation (Pascagoula)								
Total	35,000	371,000	126,500	77,300	1,500	24,621	40,024	100,425

TABLE 2.—*Estimates (as of Dec. 1, 1940) of funds for needed school plant and transportation facilities and for salaries of teachers in areas affected by activities of the national-defense program (Jan. 3, 1941)—Continued*

NEEDED FOR CHILDREN NOT RESIDING ON FEDERAL RESERVATIONS

St to and area	Sites	Construction of—				Operation and maintenance	Transportation	Salaries of teachers
		New build-ings	Additions	Equipment	Alterations	Total		
South Carolina:								
Charleston Navy Yard (Charleston)	\$40,000	\$488,000	\$220,000	\$61,700	\$10,000	\$779,700	\$43,140	\$71,600
Fort Jackson (Columbia)	100,000	1,443,000		216,950		1,659,950		146,200
Parris Island (Beaufort)			136,000	20,400		156,400		19,020
Infantry replacement center (Spartanburg)	25,000	437,000		65,050		502,050	15,000	31,400
Total	165,000	2,368,000	356,000	364,100	10,000	3,098,100	58,140	208,220
South Dakota: Fort Meade (Sturgis)								2,500
Tennessee:								
Aluminum Co. of America (Alcoa and Maryville)		292,000	218,319	87,000	4,000	601,319	27,270	99,200
Fort Loudoun and Tennessee Valley Authority Dam (Lenoir City)	25,000		192,257	36,849	3,723	232,829	3,364	27,920
Cherokee Dam (Jefferson City and Morristown)	13,000	270,000	120,000	78,000		468,000	6,400	10,400
Watts Bar Dam (Spring City)	15,000	65,000		13,000	5,000	83,000	6,500	6,000
Camp Peay (Tulahoma)		470,800	440,000	91,080	18,000	1,019,880	13,725	68,625
Vultee, Inc. (Nashville)	35,000	205,000	120,000	40,000		425,000	19,000	106,875
Tennessee Powder Co. (Millington)			76,000	9,500		85,500	9,000	40,000
Total	88,000	1,362,800	1,166,576	355,429	30,723	2,915,528	99,934	359,020
Texas:								
Abilene Cantonment (Abilene)		171,000		22,400		193,400	16,500	8,000
Camp Bowie and One Hundred and Eleventh Flying Field (Brownwood)	22,500	235,000	190,000	73,200	8,000	506,200	32,950	79,700
Camp Hulen (Palacios)	5,000	70,000	40,000	20,000		130,000	3,000	24,000
Camp Wolters (Mineral Wells)	9,000	200,000	198,000	48,000	2,000	448,000	8,500	45,000
Fort Bliss (El Paso)	88,000	100,000	586,000	60,500	11,500	758,000	17,000	254,000
Fort Russell (Marfa)		40,000	7,000	4,000		51,000	2,000	14,525
Fort Clark (Brackettville)		14,848	1,100	1,475		17,423	6,620	5,850
Fort McIntosh and Air School (Laredo)			125,100	26,643	4,350	156,093	2,450	30,850
Fort Sam Houston (Bexar County)								
Hensley Army Airport and Naval Air Base, and North American Aviation, Inc. (Grand Prairie)	9,600	265,000	54,200	55,000		374,200	21,300	61,187
U. S. Naval Air Station (Corpus Christi)	15,000	184,000		37,000		221,000	7,000	60,000

Orange Shipyards (Orange)	100,000	931,000	102,000	230,700	80,000	1,343,700	27,500	242,820
Advanced Army Flying School (San Angelo)			244,000	56,500		300,500	12,500	27,500
Total	249,100	2,210,848	1,547,400	635,418	105,850	4,499,516	144,288	853,432
Utah:								
Fort Douglas (Salt Lake City)								
Ogden Ordnance Depot and Hill Field (Sunset and Clearfield)								
Army supply depot ¹ (Ogden)				4,950		4,950	11,250	25,000
Tooele (Tooele County) ¹								
Total				4,950		4,950	11,250	25,000
Virginia:								
Radford (Radford)	2,500	90,000	55,500	13,300	2,500	161,300	3,388	17,240
Fort Belvoir (Alexandria)		40,000	130,000	12,500	8,000	190,500	5,000	23,000
Fort Story, Norfolk Navy Yard, and Camp Pendleton (Fort Story, Fort Story, and Virginia Beach)	25,400	335,000	105,000	33,740		473,740	16,600	68,800
Total	27,900	465,000	290,500	59,540	10,500	825,540	24,988	109,040
Washington:								
Seattle and suburbs (Seattle)								
Fort Warden (Fort Townsend)	7,400		607,900	32,600	21,700	662,200	71,200	37,870
Puget Sound Navy Yard (Bremerton, Fort Ordard, and Kitsap County)								
Fort Lewis, Camp Murray, and McChord Field (Tacoma and Du Pont)	15,500	551,000	384,710	207,000	76,000	1,218,710	60,900	117,964
Sunset Airport (Spokane)	3,000	111,000		5,000		116,000		16,000
Coast Guard and airport (Port Angeles) ¹								
Total	25,900	662,000	992,610	244,600	97,700	1,996,910	132,100	171,834
West Virginia: South Charleston Ordnance Plant (South Charleston)								
Wyoming: Fort Warren (Cheyenne)	75,000	550,000		43,000		593,000	52,000	83,970
		125,000	20,000	15,000		160,000	5,000	18,000
Total for States reporting	1,708,792	24,530,178	11,882,688	4,992,756	470,873	41,876,195	1,687,277	6,709,009
¹ Reported "No need at present."								

TABLE 2.—*Estimates (a of Dec. 1, 1940) of funds for needed school plant and transportation facilities and for salaries of teachers in areas affected by activities of the national-defense program (Jan. 3, 1941)—Continued*

NEEDED FOR CHILDREN NOT RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—				Operation and main-tenance	Transpor-tation	Salaries of teachers
		New build-ings	Additions	Equipment	Alterations	Total		
OUTLYING PARTS								
Canal Zone: Canal Zone (Panama)								
Virgin Islands: Bourne Field ¹ (St. Thomas)								
Total for outlying parts								
Grand total	\$1,708,792	\$24,530,178	\$11,882,688	\$4,992,756	\$470,573	\$41,876,195	\$2,342,712	\$6,709,009

¹ Reported "No need at present."

Supplement to table 2, dated Jan. 3, 1941: Estimate of funds for needed school plant and transportation facilities and for salaries of teachers, in areas affected by activities of the national-defense program (Feb. 15, 1941)

NEEDED FOR CHILDREN RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—					Operation and maintenance	Transportation	Salaries of teachers
		Buildings	Additions	Equipment	Alterations	Total			
1	2	3	4	5	6	7	8	9	10
California:									
Alameda School District (Downey)									
Long Beach-Fort McArthur, Reeves Field, and new Douglas airplane factory (Artesia)									
Bellflower School District (Bellflower)									
Terminal Island—Douglas aircraft factory and Long Beach municipal airport (Long Beach)									
Lockheed and Vega plants (Burbank)									
Vultee and Douglas plants (Clearwater)									
Elementary and Union High School (Downey)									
Airplane factories, etc. (Lynwood)									
Montebello Unified School District (Montebello)									
Long Beach area:									
Lewellyn School District									
Whittier Union High School District									
Douglas Aircraft Corporation—Norwalk									
United States naval operating base and Douglas airplane factory—Long Beach									
Ninth Corps Area (San Francisco)			\$128,772	\$6,315		\$135,087	\$13,950	\$12,816	\$36,200
County of Fresno (Fresno)									
Total			128,772	6,315		135,087	13,950	12,816	36,200
Florida: Naval air station (Dade County—Miami)									
Iowa: Rock Island [Illinois] Arsenal (Davenport)		\$172,000		18,500		190,500	2,000		30,000
Kansas: Fort Riley (Ogden)									
Maryland:									
U. S. Naval Academy (Annapolis)		225,000		30,000		255,000	3,235		26,000
Fort George G. Meade (Anne Arundel County)	\$11,000	225,000		30,000		255,000		4,400	19,750
U. S. Coast Guard Depot (Anne Arundel County)									1,200
U. S. Army Ordnance Depot (Anne Arundel County)									
Total	11,000	450,000		60,000		510,000	3,235	4,400	46,950

¹ Reported "No need at present."

Supplement to table 2, dated Jan. 3, 1941: Estimate of funds for needed school plant and transportation facilities and for salaries of teachers, in areas affected by activities of the national-defense program (Feb. 15, 1941)—Continued

NEEDED FOR CHILDREN RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—				Operation and maintenance	Transportation	Salaries of teachers
		Buildings	Additions	Equipment	Alterations	Total		
1	2	3	4	5	6	7	8	9
Massachusetts: Camp Edwards ¹ (Bourne)								10
Michigan:								
Plymouth School District No. 1, Fr. (Wayne County)								
United States tank plant, etc. (Macomb and Oakland Counties, near Detroit)								
Total								
Minnesota:								
Navy yard, north pump ¹ (Fridley—county)								
Navy yard (Fridley—Independent)								
Total								
Nebraska: 7th Corps Area (Omaha)								
Oregon: Proposed air base, defense industries—Bonneville Dam ¹ (Portland)								
Tennessee: Wolf Creek ordnance plant (Milan)								
Texas:								
Fort Bliss (El Paso—3 districts—county)	\$1,000	\$87,000		\$7,500		\$94,500	\$3,000	\$8,000
Grand Prairie plane factory (Arlington)								\$11,265
Army post (Brownsville)	10,000	40,000		10,000		50,000	2,500	20,000
Garland Independent School District (Garland)								
Camp Bowie (Langs (Brownwood))								
Total	11,000	127,000		17,500		144,500	5,500	31,225
Virginia:								
Radford Ordnance Works (Fulask)								
Radford area (Hercules Powder Co., Montgomery County)								
Fort Belvoir (Fairfax County)								
Fifth Naval District (Norfolk)			\$90,000	40,000		530,000	11,000	40,000
Naval mine depot, etc. (York County)	20,000	400,000	45,000	3,000	\$3,500	51,500	1,000	4,000
Fort Eustis and Newport News (Warwick County)	5,000		35,000	22,500	7,000	280,500	6,000	34,550
Norfolk County (Norfolk)	21,000	225,000	50,000	2,000		52,000	2,500	10,000
Elizabeth City County and city of Hampton (Hampton)		150,000	45,000	20,000		224,000	10,000	20,000
Naval Proving Ground (Dahlgren)			20,000	3,000	1,000	24,000	2,700	3,500

Quantico marine base (Quantico) ¹	9,000	80,000	12,000	600	12,600	1,500	1,500	2,900
Arlington cantonment (Arlington)			15,000	12,000	107,000	3,000		9,600
Total	55,000	855,000	312,000	112,500	11,500	35,000	31,300	126,050
Total for States reporting	77,000	1,604,000	440,772	214,815	2,271,087	59,695	56,516	270,825
OUTLYING PARTS								
Alaska:								
Army air base (Anchorage)								
Ladd Field (Fairbanks)								
Naval air base (Kodiak)								
Sitka naval air station (Sitka)								
Naval air base (Unalaska)								
Total								
Hawaii:								
Fort Kamehameha, Hickam Field (Honolulu)								
Pearl Harbor and Mokapu (Honolulu)								
Total								
Puerto Rico:								
Fort Buchanan, naval air station (San Juan)	11,000	182,000		75,980	257,980	10,650	33,000	52,546
Borinquen base (Aguadilla)		65,000		17,000	82,000	3,000		27,000
Ponce air base (Juana Diaz)		75,000		16,000	91,000	5,000		18,000
Henry Barracks (Cayey)	2,000		23,000	4,000	27,000	2,500		7,100
Total	13,000	322,000	23,000	112,980	457,980	20,850	33,000	104,646
Total for outlying parts	13,000	603,000	23,000	130,980	890,480	28,750	46,900	119,446
Grand total	80,000	2,207,000	463,772	345,795	3,161,567	88,445	103,416	390,271

RECAPITULATION

For States:								
1. As reported in table 2	\$592,750	\$12,472,262	\$3,172,059	\$1,804,061	\$17,591,782	\$641,840	\$877,258	\$2,333,790
2. As reported in supplement	77,000	1,604,000	440,772	214,815	2,271,087	59,695	56,516	270,825
Total	669,750	14,076,262	3,612,831	2,018,876	19,862,869	701,535	933,774	2,604,615
For outlying parts:								
1. As reported in table 2		899,800		83,800	1,012,900	15,000	4,500	67,724
2. As reported in supplement	13,000	603,000	23,000	130,980	890,480	28,750	46,900	119,446
Total	13,000	1,502,800	23,000	214,780	1,903,380	43,750	51,400	187,170
Grand total	682,750	15,579,062	3,635,831	2,233,656	21,766,249	745,285	985,174	2,791,785

¹ Reported "No need at present."

Supplement to table 2, dated Jan. 3, 1941: Estimate of funds for needed school plant and transportation facilities and for salaries of teachers, in areas affected by activities of the national-defense program (Feb. 15, 1941)—Continued

NEEDED FOR CHILDREN NOT RESIDING ON FEDERAL RESERVATIONS

State and area	Sites	Construction of—				Operation and maintenance	Transportation	Salaries of teachers
		New buildings	Additions	Equipment	Alterations	Total		
	11	12	13	14	15	16	17	18
								19
California:								
Alameda School District (Downey)			\$20,000	\$500		\$20,500	\$500	\$1,500
Long Beach-Fort McArthur, Reeves Field, and new Douglas airplane factory (A-Testa)	\$10,000	\$30,000		2,500		32,500	1,700	6,000
Bellflower School District (Bellflower)		90,000	39,000	2,900		131,900	23,000	80,500
Territorial Island—Douglas aircraft factory and Long Beach municipal airport (Long Beach)	1,200		79,000	3,700		82,700	2,900	13,450
Lockheed and Vega plants (Burbank)	54,000	400,000	247,000	196,000	\$11,000	854,000	39,000	70,000
Vultee and Douglas plants (Clearwater)		85,000		15,000		100,000	4,000	12,500
Elementary and Union High School (Downey)	26,250	303,000		25,500		334,500	83,100	101,000
Airplane factories, etc. (Lynwood)	20,000	225,000	36,000	21,700		282,700	12,160	15,400
Montebello Unified School District (Montebello)	60,000	292,000		37,000	900,000	1,229,000	7,000	39,000
Long Beach area:								
Llewellyn School District		12,000	16,000	1,500	200	29,700		11,000
Whittier Union High School District				5,000	5,000	10,000	386,538	250,000
Douglas Aircraft Corporation—Norwalk		75,000		20,000	10,000	105,000		9,500
United States naval operating base and Douglas airplane factory—Long Beach			1,478,189	23,155	153,140	1,654,484	20,940	54,300
Ninth Corps Area 1 (San Francisco)								
County of Fresno 1 (Fresno)								
Total	171,450	1,518,000	1,915,189	354,455	1,079,340	4,866,984	580,838	665,350
Florida: Naval air station (Dade County—Miami)								
Iowa: Rock Island (Illinois) Arsenal (Davenport)		108,000		5,400		113,400	1,800	27,000
Kansas: Fort Riley 1 (Ogden)	10,000	200,000	100,000	42,500		342,500	10,000	56,500
Marchand:								
U. S. Naval Academy (Annapolis)								
Fort George G. Meade (Anne Arundel County)								
U. S. Coast Guard Depot (Anne Arundel County)								
U. S. Army Ordnance Depot 1 (Anne Arundel County)								
Total								
Massachusetts: Camp Edwards 1 (Bourne)								

Michigan	Plymouth School District No. 1, Fr. (Wayne County)		40,000	140,000	15,000		195,000			
	United States tank plant, etc. (Macomb and Oakland Counties, near Detroit)		1,085,000	600,000	142,000	5,000	1,832,000	48,000	48,000	
	Total		1,125,000	740,000	157,000	5,000	2,027,000	48,000	48,000	19,800
Minnesota	Navy yard, north pump 1 (Fridley—county)									
	Navy yard (Fridley—Independent)		400,000		50,000		450,000	75,000	21,000	40,000
	Total		400,000		50,000		450,000	75,000	21,000	40,000
Nebraska	7th Corps Area (Omaha)	2,500	300,000	1,050,000	135,000		1,485,000	29,600		155,000
	Oregon: Proposed air base, defense industries—Bonneville Dam 1 (Portland)									
	Tennessee: Wolf Creek ordnance plant (Millan)	5,000	325,000	131,000	45,600		501,600	3,500	25,850	100,800
Texas	Fort Bliss (El Paso—3 districts—county)			153,000	16,500		169,500	5,600	12,000	20,250
	Grand Prairie plane factory (Arlington)	275,000			26,000		26,000	9,000	50,000	50,000
	Army post (Brownsville)	10,000	90,000		20,000		110,000	5,000	40,000	40,000
Total	Garland Independent School District (Garland)		32,000	125,000	5,000		130,000	1,435	2,810	12,375
	Camp Bowie (Bangs [Brownwood])				6,000	2,000	40,000	3,400	3,600	
	Total	285,000	247,000	153,000	73,500	2,000	475,500	21,035	18,210	126,225
Virginia	Radford Ordnance Works (Pulaski)	400	4,000	118,000	6,800		128,800	1,900	13,800	16,000
	Radford area (Hercules Powder Co., Montgomery County)	35,000	185,000	20,000	17,500		222,500	5,000	16,000	19,440
	Fort Belvoir (Fairfax County)		30,000	449,000	30,300		509,300	27,000	62,500	60,000
Total	Fifth Naval District (Norfolk)									
	Naval mine depot, etc. (York County)			95,000	7,000	4,000	106,000	2,000	10,800	15,450
	Fort Eustis and Newport News (Warwick County)			193,000	9,000		202,000	8,000	22,000	20,000
Total	Norfolk County (Norfolk)	5,000		72,000	14,000		86,000	12,000	6,000	3,500
	Elizabeth City County and city of Hampton (Hampton)		4,000		1,000		5,000	3,000	3,000	3,000
	Naval Proving Ground (Dahlgren)			21,000	1,050	1,200	23,250	1,700	2,880	3,900
Total	Quantico marine base (Quantico)	25,000	200,000	45,000	33,000		278,000	7,000	24,000	24,000
	Arlington cantonment (Arlington)									
	Total	65,400	423,000	1,013,000	119,650	5,200	1,560,850	64,600	129,180	167,290
Total for States reporting		536,850	4,346,000	4,052,189	848,105	1,091,540	11,822,834	834,373	343,790	1,550,025

"Reported 'No need at present.'"

Supplement to table 2, dated Jan. 3, 1941: Estimate of funds for needed school plant and transportation facilities and for salaries of teachers, in areas affected by activities of national-defense program (Feb. 15, 1941)—Continued

NEEDED FOR CHILDREN NOT RESIDING ON FEDERAL RESERVATIONS—Continued

State and area	Sites	Construction of—					Operation and maintenance	Transportation	Salaries of teachers
		New buildings	Additions	Equipment	Alterations	Total			
	11	12	13	14	15	16	17	18	19
ALASKA:									
OUTLYING PARTS									
Army air base (Anchorage)	\$15,000	\$50,000	\$50,000	\$30,000	\$2,000	\$152,000	\$83,000	\$1,500	\$68,400
Ladd Field (Fairbanks)		126,000		23,000		151,000	10,700	6,800	22,300
Naval air base (Kodiak)			4,000	1,000		5,000	1,000	6,000	7,400
Sitka naval air station (Sitka)									
Naval air base (Unalaska)									
Total	15,000	186,000	64,000	56,000	2,000	308,000	104,700	14,300	98,250
HAWAII:									
Fort Kamehameha, Hickam Field (Honolulu)									
Pearl Harbor and Mokapu (Honolulu)									
Total									
PUERTO RICO:									
Fort Buchanan, naval air station (San Juan)	5,000		91,500	53,050		144,550	5,000		30,000
Borniquen base (Aguadilla)	5,000		60,000	8,000		68,000	1,500		16,000
Ponce air base (Juana Diaz)			15,000	2,000		17,000	1,200		5,000
Henry Barracks (Cayey)									
Total	10,000		166,500	63,050		229,550	7,700		51,000
Total for outlying parts	25,000	186,000	230,500	119,050	2,000	537,550	112,400	14,300	149,250
Grand total	561,850	4,532,000	4,282,089	907,155	1,093,540	12,360,384	946,775	358,090	1,699,275

RECAPITULATION

For States:									
1. As reported in table 2.....									
2. As reported in supplement.....									
Total.....									
For outlying parts:									
1. As reported in table 2.....									
2. As reported in supplement.....									
Total.....									
Grand total.....									

Reported "No need at present."

TESTIMONY OF C. F. PALMER—Resumed

Mr. SPARKMAN. Mr. Palmer, there are a few questions I would like to ask you.

I would like to know for myself, and I believe it would be of interest to the committee to know, just how this defense housing is provided for and the various steps that are taken in providing it.

You say your office is not a construction agency, but that you use other agencies. As I understand it, your office determines the need.

Mr. PALMER. That is correct.

Mr. SPARKMAN. Then what determines what agency shall do the construction?

Mr. PALMER. That is determined in various ways. Our recommendation goes to the President when a need is determined, such as the provision for workers who migrate into a certain area around a powder plant, or in connection with the expansion of a big airplane industry or a navy yard.

The funds to be used we also recommend to the President. The final determination of the construction agency to be used will depend upon the fund which is used.

For example, if we recommend that Public, No. 781, be used, which was the provision for \$100,000,000 under the defense bill, we find certain restrictions on its use because it says in the first place that it shall be used only for the housing of families, and they shall not cost more than \$3,500, including the land. That is primarily for the Army and the Navy.

However, if we recommend that funds be used under provisions in the Lanham bill, which is Public, No. 849, there is not the same restriction. The cost there of the building is separate from the cost of the land and the utilities. If the provisions of the Lanham bill are applied, then the Federal Works Administrator will determine the construction agency. That is Mr. Carmody. Mr. Carmody can use any agency of the Government. He is now using many such agencies. He is using the Public Buildings Administration for the majority of the work. He is using the United States Housing Authority in some instances.

His policy has recently been liberalized, so that local authorities can be used more extensively, which we think is a splendid step forward because that decentralizes the program and accelerates it.

He also is using the Farm Security Administration in some areas where housing might be absorbed into the agricultural economy afterward.

At Radford, Va., 200 houses are being built by Farm Security. As you gentlemen know, Radford is a place with a population of about six or seven thousand people. A \$54,000,000 powder plant is located 4 miles from it. Not all of the 200 houses being built by Farm Security will be built right in Radford; only about a hundred houses will be there. The other hundred will be put on individual farms in an area within easy commuting distance of the plant itself.

These will be tenant houses that can be removed from the farms after the emergency, and the housing now being used by the defense workers put into the agricultural area.

Incidentally, along the line of what might happen after the emergency, it seems to me, after a very careful study both here and in

foreign countries, that we must begin to plan right now to rebuild our cities and our agricultural areas.

TRADE UPSET

One reason for that is, as Governor McNutt said, our trade is bound to be upset. The whole economy of our country may have a more terrific impact upon it than that caused by defense at the present time.

We know, for example, that if there are 4,000,000 men in the armed forces and if this migration in defense centers continues and accelerates and expands, as in my humble opinion it will, then the reintegration of those people into a peacetime economy will be a greater problem than that which is now taking place because it will come all at one time.

What is the likelihood of a solution, and where will we be at the end of this terrible chaos? Regardless of what side comes out on top, it is my opinion that there will be practically no international trade for at least a decade afterwards. If there is no international trade we will have to turn to an internal economy in America. We must reeducate our people to that necessity.

We can go back to 1919 and see what confronted the little country of Holland. In 1919 Holland had all its international trade swept away. Tariff barriers were such that she could not transport her vegetables or other products into Belgium, and I have been in Amsterdam and seen ships rotting because there was no need for bottoms.

Holland at that time had 1,380,000 houses in the entire country. You know how frugal and practical the Dutch are and how they still care for their own.

Between 1919 and 1934 with proper assistance and guidance and planning by government, the little country of Holland added in that area 658,000 houses to the 1,380,000 she already had. She increased her housing by 50 percent.

What happened? She again had all her people employed when she took them back from the small standing army, and a very large proportion of the people were in the standing army. She did not have to import labor or any materials. She did not upset her international trade. The balance of trade had been running against her. She rebuilt.

In Amsterdam 26,000 houses were owned by the people, and that was worked out through the Government.

SLUMS NEAR CAPITOL

Now, how can that be applied to America? You can go two blocks from this spot, right here in Washington, and see one of the worst slums I have ever seen in the world. I have seen them in Moscow, I have seen them on the East Side of London, I have seen them in Naples, and in Paris. I have taken pictures of these slums within a quarter of a mile of this Capitol. But we cannot continue to let people rot in this country, and that is what you do there. Some people say, "Old folks cannot be cured by slum clearance and by providing healthy conditions." Well, maybe some cannot, but there is no reason why you should let people bring up their children exposed to those conditions.

That is the social side; it does not need any elaboration; to correct such conditions is good business and good sense.

For example, rehousing, which was thought by some to be a New Deal idea, was really a very Old World common-sense idea. I found between 1918 and 1934, in 12 countries of Europe with a gross population comparable to our own 130,000,000 people—I found that over that period of time and taking only by those rather conservative countries, such as the Scandinavian countries, Holland, France, and England, over 20,000,000 people were rehoused with government help from 1918 to 1934. And those countries did it because it was good business.

Now, if we get back to our own problem in America, and take any city of any size, after the war we will find vacancies because people have migrated to defense areas. We will find that the tax base has been decreased very definitely. We will find there will be the need to replan those cities, just the way they are replanning London now, to make them less vulnerable to attack in the future, to have safety areas around them to which people can go in case of an air raid, and to have evacuation centers where children can get away from the terrible strain on their nerves which comes from living in an area which is under constant attack.

I heard Dr. Eliot the other night, when she came back from London, tell of some instances that took place, of the "war of nerves" and its effect on the mental health of the child. So I could go on for a long time talking about rebuilding our country, our internal economy. By using local labor and local materials—those that we have in abundance in our country—we will be raising the taxing power in our cities, and we will find that we get away from the threat of blight and the spread of blight which destroys agricultural as well as urban values. And we will find, furthermore, that the great preponderance of the work can be done by private industry, properly handled.

PRIVATE INDUSTRY'S CONTRIBUTION

MR. SPARKMAN. May I ask, about private industry: To what extent has it met your requests in defense housing?

MR. PALMER. We have no final conclusions on all industries, but they are so satisfactory in some areas that we have not had to take off of the hook the funds that we had hung up there if they did not go ahead.

One of the best examples, for instance, is probably Fore River. The Fore River shipyard is up near Boston, at Quincy, as you know. During the last war it expanded a great deal. Some of the war housing that was built there did not come into use until after the war, because construction of this housing was started too late and therefore was not completed in time. That housing still stands in Quincy. It stood vacant for years.

Now, to expand the Quincy area, where the Fore River shipyard is, would be a very hazardous thing, because expansion there would threaten to leave a ghost town in its wake. In that respect Quincy differs from the Hampton Roads area. In the Hampton Roads area, we now have near completion 6,512 units, down in Newport News, Portsmouth, Norfolk, St. Julien Creek, Yorktown, and Hampton Roads. That will be the basing point of the fleet, and for a generation or more it will probably be an expanded community, after the emergency and after the ship contracts give out.

But whether Fore River will continue on an expanded basis is highly problematic; consequently, plans have been worked out to take over 877 units in the Boston Housing Authority's project, which are just nearing completion. I think this work will all be done in 30 days, and they have commutation worked out from there into Quincy, which is only 30 minutes away. The result is that there will not be any expansion in Quincy beyond that which can be absorbed.

Private industry has now gone ahead. The Home Loan Bank Board has made available over \$5,000,000 in a pool for construction, and they are building houses at the rate of over 10 a day now in that area and, in the next 60 days, there will be 508 new houses coming along. If we had gone ahead and expanded with the same number of units in Quincy, where they might not be used after the emergency, private funds would not have gone in at all. And similar conditions exist in other places.

MUSCLE SHOALS HOUSING

Mr. SPARKMAN. I was interested in an allocation which you made recently, which came to my attention because it happened to be in my district, in the Muscle Shoals area. I noticed you provided for the building by the Federal Government of 250 houses and indicated that private industry would build 250 houses. You used the T. V. A., by the way, to build the 250 houses that were to be erected by the Government, and part of those are being built in rural sections. But I was just wondering how you arrived at your conclusion that private industry would build 250. Do you discuss it with anyone engaged in the building game, or do you just make a guess?

Mr. PALMER. It is not a guess at all. Whether private industry will actually produce, or not, cannot always be determined in advance; but the Muscle Shoals area you mentioned takes in Tusculumbia, Sheffield, Muscle Shoals, and Florence. It was expanded during the last war, and the nitrate plant going in there will, in my opinion, operate after this emergency, because nitrates are for soil enrichment, and have other uses. The 500 houses being contributed by the Reynolds Metal Co. there to the aluminum plant can be absorbed in that general area, we believe, so the Tennessee Valley Authority went into it very carefully. Mr. Lilienthal and all of us went into it in great detail. They know the area, know the future of it, know how they have been planning and the splendid results they have been getting. So we sent our men down there, and they are now going right into that area. They sat down and talked with the bankers, the real-estate promoters, and so forth, as to what can be absorbed, what are the wage rates that can be secured there, because those rates determine our rents.

We found certain wage rates so low that people cannot pay enough to return interest on the capital invested and they have to be cared for, because the Lanham bill says you shall charge those rents that the defense worker can afford to pay. Consequently, we found 250 workers in the lower economic bracket for whom private capital could not build. Private capital says, "All right; Mr. John Jones and Peter Smith are down there in that area, and we will undertake to provide those 250." We say, "Go ahead, but we are going to watch you and, if 30 or 60 days from now you have not moved, we are coming in here and build ourselves." That is the way it follows.

Mr. SPARKMAN. I might say I think private industry there is cooperating and moving right along; but I was just wondering how you make those surveys throughout the country.

MARKET ANALYSIS

Mr. PALMER. I would like to give you a little more of the facts. It does not mean we go in there and try to make a superficial survey. As you gentlemen probably know, the F. H. A. has in its budget \$300,000 a year for what is called a "market analysis." It has a very comprehensive market analysis system; it keeps up with the flow of building permits and the flow of capital into homes all over the United States, in all areas, and the Home Loan Bank Board does the same thing. Those surveys are available to us and in addition we are using the W. P. A. industrial service and Mr. McNutt's division, and other sources. We also have an analysis division in our office. The entire country is split up into five areas, over each of which there is a coordinator who is familiar with the details of the problem in his own district, and the Analysis Division takes all of the surveys of the real estate boards, chambers of commerce and all the rest of them, and analyzes them and sees what makes sense out of the whole job. That is the basis for it.

Mr. SPARKMAN. You said housing for construction workers was primarily a responsibility of the contractor and not yours. I was just wondering why we could not be expected to build houses for the construction workers, and they be allowed to occupy them during the construction period, and then vacate them and leave them for the operators.

Mr. PALMER. If that cycle could be followed, I think it would be splendid; but the construction impact usually comes simultaneously with the other. We are moving so fast now that, in the Radford area, they went to just the opposite; they programmed 100 houses in a contract for the construction of the plant itself, with the Hercules Powder Co., those 100 houses to be of a permanent nature to serve as a standby, even when the plant went into operation, for the officers and the people who take care of the plant. The demand for carpenters and all to build the plant itself was so great that they postponed the construction of their own officers' housing until afterwards. So, if you try to bring the houses along simultaneously, you just aggravate it.

Mr. SPARKMAN. In other words, it is a labor problem?

Mr. PALMER. It is a labor problem.

HOUSING METHODS IN SAN DIEGO

Mr. SPARKMAN. I was interested in your discussion of the San Diego area, with particular reference to housing. It seems to me that would create tremendous problems in other respects—utilities, schools, streets, and transportation.

Mr. PALMER. Probably the San Diego situation did more to point out the need for a community facilities bill, now known as the Lanham bill, for \$150,000,000, which Governor McNutt referred to, because the beautiful little city of San Diego has been getting on for generations without much industry around it. Its climate was its main output. It has a swell climate, and it got along for a while. Its sewage empties into the bay, untreated, at the present time, and the major

problem there is getting a water supply. Water, as you all know, in southern California must be impounded, and they must have reservoirs, and there is a real question of the expansion of the water system. Also, the school problem is an acute one.

Some of those problems, particularly in areas around the powder plants, will probably be solved by way of highly mobile units that we are now using to a degree. We have over 2,000 units under contract, and the ingenuity of the American people to manufacture in this democracy is showing itself very well; because, as the need that comes now for the use of mobile housing is developed, the American manufacturer is coming to an approach to a solution.

There are certain vehicles which are only 8 feet wide, and can pass on a highway, yet can be expanded to 18 feet wide within 5 minutes after getting to the site. Such vehicles will seat 30 children. The normal school load is about 25 to a room, but they can put as many as 30 very comfortably in chairs, after they get there.

We are going into that right now for central laundries for the workers and their families, toilet facilities, shower baths, and so forth, so that practically 100 percent reclamation can be made of the housing project which goes into an area of undetermined need, if it is needed to be shifted quickly.

Mr. SPARKMAN. Could that type of housing be used on these construction jobs?

Mr. PALMER. Very definitely.

Mr. SPARKMAN. I believe Governor McNutt used the approximate figure of about 2,000,000 defense workers that would be migrating to these various areas. Is that about your idea?

Mr. PALMER. Any statement on it would be pure conjecture, because if we go into a 4,000,000 army of trainees, if we take on more of the British arsenal load, there is no way to say; but we can and would be very glad to try to get up for you something on the personnel situation.

Mr. SPARKMAN. In a speech you made back in December, you estimated there were 250,000 family units of housing that would be needed to care for the defense migration. If these were on the basis of family units, that would be approximately a million and a half and then, if you add half a million single workers to it, that would give 2,000,000 persons.

Mr. PALMER. Of course, that was before the passage of the lend-lease bill.

Mr. SPARKMAN. Yes; and the lend-lease bill has not even gone into effect yet.

Mr. PALMER. That is true.

Mr. SPARKMAN. I mean that certainly we have not felt any of the impact of it.

Mr. PALMER. It is my humble opinion that no matter how great we feel the problem will be, we may underestimate it.

Mr. SPARKMAN. And, of course, it is a continuing problem and one that is continually changing.

Mr. PALMER. Right.

Mr. SPARKMAN. And, for that very reason, I understand your office is continually making these additional surveys.

Mr. PALMER. We are. When we talked with Congress last September, we said, "We think we ought to have \$250,000,000 to do this job. We see there may be 200,000 units needed, and we hope private enterprise will handle so much of them." We felt that a good guess would be much larger than that, but we have hit almost exactly up to the present time. We now have, I think, in round numbers, 78,000 under erection—78,000 units—and we are hoping that 200,000, or a substantial part, will come out of private industry.

Title VI of the Federal Housing Act, which passed the Senate yesterday and has already passed the House, helps private capital to flow, as you gentlemen know; and with F. H. A. assistance in these defense areas it is quite possible the effort being made by private capital can be expanded several fold, in which case there would probably not be the necessity for the same amount of Government funds.

But when we say to you in the Lanham bill that \$150,000,000 should be added to the \$150,000,000 which you voted last June, we say that is the minimum. We showed 57,000 units needed in 60 areas, in hearings before the Public Buildings and Grounds Committee and the Rules Committee of the House. And at the Rules Committee hearing, Mr. Michener, of Michigan, said, "Have you taken into consideration the lend-lease bill?" I said, "We cannot take into consideration the lend-lease bill, except on the basis of guesswork, and we have not taken guesswork into consideration." He said, "How about the bases out in the Caribbean and many of the possessions?" I said, "We cannot program them until we have more facts on them than we have at the present time." Congressman Michener then said, "It is my opinion you will need three or four times that amount." So we probably have underprogrammed consistently and felt that Congress thought it would be better for us to do that, and to come back and keep them up to date from time to time.

USELESS MIGRATION COSTLY

Mr. SPARKMAN. Do your studies show that the unnecessary migration of people, particularly the unskilled workers, is contributing to the housing problem? Of course, I realize you said it was not your responsibility to take care of them, if it was a useless migration; nevertheless, it seems to me it might contribute to the housing problem.

Mr. PALMER. It does to a very great degree. It showed up at Starke, Fla., and it showed up at Rolla, Mo. When we say, "It is not our obligation to take care of them," I think it is the obligation of every citizen in the United States to try to meet those problems, and in our case it is our duty to try to meet the housing problem. But under the present laws we have no way to take care of it; consequently, we cannot accept it as our obligation at the present time. We have had three men in Missouri this last week for three days, on that particular problem, and there is a conference at 2:30 this afternoon, with Governor McNutt's staff, on how to solve the problems of camp followers coming into areas, because they certainly aggravate the housing situation, the health situation, the school situation, and the transportation situation.

Mr. SPARKMAN. It has been stated to us from time to time that employers prefer green workers from rural areas, rather than the locally unemployed. Do you have any comment to make on that?

Mr. PALMER. It has been said, in the airplane industry, that the men from 17 to 23 years of age, who come from farms and who have

a tinkering knowledge of tractors, make the best airplane workers, especially if they go to the coast; because they have the spirit of adventure about them at that age, they know a little about machinery, they get a chance to make the trip, and the result is that several thousand from the Middle West, from Missouri and Kansas, notably, have gone as far west as San Diego and have given us the problem of housing single men out there.

RENTS OUT OF CONTROL

Mr. SPARKMAN. You stated you have offices, I believe, in over 24 States for the purpose of gathering information, listing rooms for rent and local facilities to take care of these people. I noticed the other day a recommendation by Miss Elliott, I believe, of the Defense Commission, recommending that various States pass legislation to control rents. Has that been a problem?

Mr. PALMER. Rents will get out of control.

Mr. SPARKMAN. Have they, so far?

Mr. PALMER. Yes, sir; in some areas. I should like to correct the impression I gave, though. We, ourselves, do not have offices in 24 States.

Mr. SPARKMAN. I understood you did, for collecting information.

Mr. PALMER. You could have taken it that way, and I probably should have said we have had offices established in 24 States by the different registration bureaus in certain defense areas. Men from our office go in and work with the local defense committees. They are giving them lists of the rooms, which they can use for room-registration service. We are using the same method which we found most effective during the last war. At that time there were over 100,000 people cared for in single rooms through this device of room registration in certain areas.

On the matter of rent control, which is handled by Miss Elliott of the Consumer Protection Division of the Defense Commission, I think if you are interested in pursuing it further, you will find a publication which she has put out which covers it very exhaustively and very capably, and I agree with what she says in there—that rent control should be applied only as a last resort. I mean actual rent legislation. Profiteering can usually be controlled by public opinion and a proper approach to it without legislation. When legislation passes, it freezes rents in such a degree that it frequently stops new construction. This suggested legislation, if passed in certain States, would not apply to new construction, so that weakness of it would be out. However, the head of housing for the Dominion of Canada was here last week and I talked with him some about the way rent control has worked out in Canada. He said it came into being by pegging the prices of rents on certain levels to such an unjustifiable degree that he himself resigned from the commission. You run the risk of a great headache when you try to legislate on rents. Sometimes it has to be done, but only as a last resort.

CONSTRUCTION IN HOLLAND

Mr. OSMERS. I would like to ask one or two questions. One is going back quite a way in your testimony, getting back to Holland and the construction of the great number of houses between 1919 and 1934. I did not know they had increased their housing to that extent and I am wondering whether the increase in new housing was

offset by the destruction of old housing. Or did they end up the situation by having 1,900,000 units instead of 1,300,000?

Mr. PALMER. No; there was a substantial number of substandard dwellings torn down. In the ghetto district of Amsterdam they took a lot of alleys and threw them into broad streets; they cut down houses, row after row in some places, and put lungs into the city, you might say, and made breathing spaces. No; the increase was not that great.

Mr. OSMERS. Do you know what the increase was?

Mr. PALMER. I do not.

Mr. OSMERS. One of the questions that I suppose comes to everyone's mind when we discuss a problem such as the one you are dealing with—the construction of thousands and thousands of new dwelling units—is, what happens to the dwelling units that were occupied by those people before? Do they become vacant, or do the families that lived in them jointly blossom out as individual families, or what happens?

I know, in my own experience, I have met resistance from real-estate investors and real-estate men in general against the competition of Government-owned housing, as contemplated in the United States Housing Authority's program, and great favor for the Federal Housing Authority's program, which was a private program, federally assisted.

SLUM CLEARANCE LEGISLATION

Mr. PALMER. Some of that came about through a misunderstanding and because the first attempts at housing in this country were not surrounded by the proper legal protection. On June 16, 1933, the N. I. R. Act was passed, and in that law was one paragraph which said that slums could be eliminated and new housing built, in order to reemploy people. It was a made-work job, because of the depression. The P. W. A. built about \$130,000,000 worth of housing. There was at that time no provision excluding tenants who could afford to pay high rents. Therefore Senator George recommended the passage of the George-Healey Act. The George-Healey Act makes it illegal for any person who has a gross income of more than five times the rent to live in one of those dwellings.

Then the subsidy basis was changed with the passage of the U. S. H. A. Act of 1937. That got rents down low enough so that a person having an income of five times the rent was necessarily in an income bracket that could pay a return on capital for adequate housing, and that is the way the U. S. H. A. housing program is going today. But the real-estate men got off on the wrong foot on it. They did not realize that, properly handled, slum clearance is absolutely noncompetitive with decent housing. Maj. Harry Barnes, of London, one of the greatest housers in the world—I think he is dead now—once said, "There is no money in housing the poorest people well; there has always been money in housing them ill."

That is axiomatic. Does not that answer your question?

Now, if we keep our slum-clearance program to groups that cannot pay commercial rents, then there is no fear on the part of the real-estate men about our present program, where defense housing is going ahead on the basis of what the defense worker can afford to pay. And some are getting up to \$50 a week. That is, you will get into competition with private industry very definitely if you are not careful

which is the reason we are working with them so carefully in these areas, and programming also houses of the demountable type, that can be removed from the area after the emergency, to another area where there is a dearth of housing.

Mr. OSMERS. I am very much impressed with the demountable-house idea. I have always been rather discouraged about the American failure to make available prefabricated houses to a much greater extent than we have.

I want to ask you this question with respect to the defense housing program. Are the local municipalities levying taxes upon those properties?

GOVERNMENT TO PAY

Mr. PALMER. Under the Lanham bill the Government is directed to pay the taxes. We put that in the legislation because we knew that the load on the schools and the facilities of the cities would be greater because of this concentration.

In many cases, however, the bonding rights of the communities are such that they cannot build their own structures.

There has been worked out under Mr. Carmody a plan whereby payments in lieu of taxes can be made to municipalities or governmental organizations, the county or the State. Because under the Constitution the Federal Government cannot be taxed, the policy now set up by the Federal Works Administrator is that those payments should not exceed the tax which was paid to the municipalities before, on the land unimproved, or on the property as it was, plus the cost to the municipality or the governmental subdivision, of the increased services it has to furnish, such as schools, sanitary facilities, hospitals, and so forth.

Mr. OSMERS. It is true, in most instances, that they will make those payments quite low?

Mr. PALMER. Yes; definitely so.

Mr. OSMERS. I believe in the New York area the United States Housing Authority worked out a similar adjustment with the New York City government in payment for essential services.

Mr. PALMER. The housing authority of the city of New York under Mr. Swope worked that out.

"CAMP FOLLOWERS"

Dr. LAMB. You referred to "camp followers." I take it that, for instance, in the Detroit area, where you spoke of 100,000 additional workers needed for defense operations, that same method could be worked out to account for service workers, people not specifically earmarked for defense industries. Was there any such method worked out by any Federal agency?

Mr. PALMER. Governor McNutt referred to the possibility of a 1.4 increase in the civilian population around cantonments. It was actually that during the last war. We have heard estimates as low as one-half of 1 percent. But it is all guesswork. No matter what yardstick you try to take empirically, it is going to be somewhat alike.

Dr. LAMB. Yesterday Mr. Samuel Grafton, of the New York Post, who has been writing articles on the New England area, was here and said that the public, according to his observation, seemed to think that this was a "demountable boom." He enlarged on that by indi-

cating that there was a very large amount of long-distance traveling to defense centers, particularly in the New England States.

I take it from your prepared statement and also from your extemporaneous remarks, that in general the policy of the Office of Housing Coordinator is, as far as possible for the duration of the emergency, to operate on an emergency and short-term basis—that is, to keep the housing to a minimum; whereas your statement with respect to Holland would indicate that one of the biggest ways out of economic difficulties after the defense activities have stopped would be the expansion of housing on a very large scale, with a plan to deal with that.

Is that a correct summary?

Mr. PALMER. As I understand your question, the feeling we have is that housing should not become, during the emergency, an undue burden on the industrial output of our country, which must be turned directly to the war effort, although the housing of defense workers is as much a part of the war effort as the production of shells for cannon. It is all a matter of planning.

The permanent housing effort should come after the emergency, because the housing problem will be much more acute than before, and will be with us for quite a long time.

It was found in England in 1919, when the Dawson Act was passed in an effort to build homes for heroes, that providing for the men who were returning from the war was the greatest problem of housing ex-soldiers that the Nation had ever had. The program went through several evolutions, such as giving subsidies to private industry. The trial-and-error method was resorted to, in an effort to get their housing work under way. That should not be our policy after this emergency, and we are watching that to see what should be done later.

Dr. LAMB. In summary, the object is to have as little increased housing at the present time as possible, to fit into the defense needs, and as much housing as cheaply as possible afterward to take up the slack.

Mr. PALMER. That is correct, and very well stated.

The CHAIRMAN. We thank you very much for the contribution you have made to our record, Mr. Palmer, and we appreciate your coming in and giving us your very interesting and enlightening statement.

The next witness is Mr. Hinrichs, and I will ask Mr. Arnold to conduct the interrogation.

TESTIMONY OF A. F. HINRICHS, ACTING COMMISSIONER OF LABOR STATISTICS, DEPARTMENT OF LABOR, WASHINGTON, D. C.

Mr. ARNOLD. Mr. Hinrichs, will you give the reporter your full name and state the position you occupy?

Mr. HINRICHS. Mr. Chairman, my name is A. F. Hinrichs. I am Acting Commissioner of Labor Statistics in the Department of Labor.

Mr. ARNOLD. Will you proceed with your statement?

Mr. HINRICHS. Mr. Chairman, the demands of the defense program will involve very considerable movements of labor. These are not only necessary, but in some instances highly desirable. For the first time in many years there may be a real opportunity to relieve the pres-

sure of population on inadequate resources in some of the stranded communities of the United States. At the same time, however, there is grave danger that migration into defense areas may be excessive, just as it has been in recent years to agricultural areas on the west coast. Extensive migration is going to be needed in the interests of national defense; but excessive migration involves both waste of manpower and needless suffering.

To see this problem in its perspective, it is necessary to go back a few years and review the general movements of population and employment. I am submitting for the committee's consideration a reprint of an article which appeared in the Monthly Labor Review for June 1940 on the trends of employment in manufacturing industries between 1929 and 1937. These were both years of peak employment. We found that in most industries employment in 1937 was higher than it had been in 1929.

(The article above referred to was placed in the committee's files. The following tables have been excerpted:)

TABLE 1.—*Number of wage earners employed in industries manufacturing building materials, 1929 and 1937*

Industry	Number of wage earners		Percent of change
	1929	1937	
Lumber.....	419,084	323,928	-22.7
Clay products other than pottery ¹	93,657	65,226	-30.4
Planing-mill products.....	90,134	66,814	-25.9
Structural and ornamental metal work.....	54,947	38,814	-29.4
Marble, granite, etc.....	37,817	20,816	-45.0
Sheet-metal work.....	28,593	22,973	-19.7
Cement.....	33,368	26,426	-20.8
Plumbers' supplies.....	27,960	25,240	-9.7
Lighting equipment.....	23,580	21,743	-7.8
Concrete products.....	16,505	12,840	-22.2
Doors, shutters, etc., metal.....	9,557	8,408	-12.0
Lime.....	8,554	9,751	+14.0
Wallboard, etc. ²	7,462	11,590	+55.3
Roofing.....	6,027	7,418	+23.1
Window shades.....	4,708	3,166	-32.8
Total.....	861,953	665,153	-22.8

¹ Because of changes in classification, the clay-products industry was combined with the crucibles industry in 1929, and with the nonclay-refractories industry in 1937 in order to obtain comparable data.

² Because of changes in classification, the wallboard industry was combined with the gypsum-products industry in 1937 in order to obtain comparable data.

TABLE 2.—*Number of wage earners employed in manufacturing industries, by State and geographic division, 1929 and 1937*

State and geographic division	Number of wage earners in all manufacturing industries ¹		Percent of change	Number of wage earners, excluding those in industries manufacturing building materials ¹		Percent of change
	1929	1937		1929	1937	
New England.....	1,081,122	1,022,350	-5.4	1,044,511	996,821	-4.6
Maine.....	68,820	75,464	+9.7	62,933	70,091	+11.4
New Hampshire.....	64,722	56,517	-12.7	61,017	54,348	-10.9
Vermont.....	26,503	23,682	-10.6	18,026	17,886	-.8
Massachusetts.....	547,509	496,036	-9.4	536,088	488,875	-8.8
Rhode Island.....	124,853	108,031	-13.5	123,482	107,175	-13.2
Connecticut.....	248,715	262,620	+5.6	242,965	258,446	+6.4

See footnotes at end of table.

TABLE 2.—*Number of wage earners employed in manufacturing industries, by State and geographic division, 1929 and 1937—Continued*

State and geographic division	Number of wage earners in all manufacturing industries		Percent of change	Number of wage earners, excluding those in industries manufacturing building materials		Percent of change
	1929	1937		1929	1937	
Middle Atlantic.....	2,448,741	2,386,743	-2.5	2,323,432	2,300,470	-1.0
New York.....	1,062,012	995,658	-6.2	² 1,029,910	² 968,822	² -5.1
New Jersey.....	432,078	436,745	+1.1	³ 420,854	³ 427,971	³ +1.7
Pennsylvania.....	954,651	954,340	(⁴)	⁶ 893,936	⁶ 916,110	⁶ +1.8
East North Central.....	2,435,350	2,571,131	+5.6	2,267,457	2,450,677	+8.1
Ohio.....	712,616	694,205	-2.6	⁶ 665,416	⁶ 661,398	⁶ -.6
Indiana.....	297,333	313,342	+5.4	273,586	295,336	+7.9
Illinois.....	653,087	668,841	+2.4	⁷ 623,821	⁷ 648,423	⁷ +3.9
Michigan.....	518,520	660,676	+27.4	⁸ 490,498	⁸ 639,283	⁸ +30.3
Wisconsin.....	253,794	234,067	-7.8	⁹ 225,454	⁹ 214,276	⁹ -5.0
West North Central.....	418,316	406,176	-2.9	372,549	370,056	-.7
Minnesota.....	90,468	89,925	-.6	78,221	80,280	+2.6
Iowa.....	70,647	67,878	-3.9	61,661	59,797	-3.0
Missouri.....	187,264	186,831	-.2	170,442	173,669	+1.9
North Dakota.....	2,631	2,854	+8.5	¹⁰ 2,617	¹⁰ 2,839	¹⁰ +8.5
South Dakota.....	5,680	4,970	-12.5	4,455	4,079	-8.4
Nebraska.....	23,176	19,590	-15.5	¹¹ 21,766	¹¹ 18,381	¹¹ -15.6
Kansas.....	38,450	34,128	-11.2	33,822	31,361	-7.3
South Atlantic.....	820,755	990,613	+20.7	700,039	889,829	+27.1
Delaware.....	21,476	21,052	-2.0	¹² 21,080	¹² 20,813	¹² -1.3
Maryland.....	122,327	145,932	+19.3	115,111	140,365	+21.9
District of Columbia.....	8,202	8,714	+6.2	¹³ 7,501	¹³ 8,221	¹³ +9.6
Virginia.....	106,193	132,643	+24.9	90,936	115,567	+27.1
West Virginia.....	75,153	83,464	+11.1	¹⁴ 62,536	¹⁴ 74,129	¹⁴ +18.5
North Carolina.....	204,681	¹⁵ 258,771	+26.4	¹⁶ 181,322	¹⁶ 238,847	¹⁶ +31.7
South Carolina.....	105,287	129,701	+23.2	¹⁷ 87,222	¹⁷ 116,479	¹⁷ +33.5
Georgia.....	130,286	158,686	+21.8	106,809	141,864	+32.8
Florida.....	47,150	51,650	+9.5	⁶ 28,105	⁶ 34,490	⁶ +22.7
East South Central.....	340,353	370,131	+8.7	.....	.....	+24.6
Kentucky.....	64,708	68,998	+6.6	51,499	57,115	+10.9
Tennessee.....	118,234	135,073	+14.2	97,866	119,456	+22.1
Alabama.....	109,116	120,093	+10.1	75,690	96,409	+27.4
Mississippi.....	48,295	45,967	-4.8	¹⁸ 15,212	¹⁸ 26,865	¹⁸ +76.6
West South Central.....	266,593	272,389	+2.2	.....	.....	+14.6
Arkansas.....	39,860	37,280	-6.5	15,878	17,739	+11.7
Louisiana.....	81,222	¹⁵ 76,057	-6.4	47,537	¹⁶ 51,513	+8.4
Oklahoma.....	29,067	29,551	+1.7	23,281	25,654	+7.6
Texas.....	116,444	¹⁵ 129,501	+11.2	¹⁹ 90,245	¹⁹ 108,444	¹⁹ +20.2
Mountain.....	84,299	78,774	-6.6	.....	.....	-.9
Montana.....	11,357	11,268	-.8	7,306	7,966	+9.0
Idaho.....	14,590	12,797	-12.3	3,215	4,562	+41.9
Wyoming.....	4,035	3,795	-5.9	²⁰ 3,152	²⁰ 3,021	²⁰ -4.2
Colorado.....	28,003	25,932	-7.4	24,529	23,038	-5.9
Arizona.....	8,977	7,193	-19.9	6,361	5,244	-17.6
New Mexico.....	2,917	3,683	+26.3	1,090	1,436	+31.7
Utah.....	13,463	13,094	-2.7	12,280	12,066	-1.7
Nevada.....	957	1,012	+5.7	681	774	+13.7
Pacific.....	434,019	469,431	+8.2	.....	.....	+17.9
Washington.....	108,732	101,260	-6.9	42,878	46,310	+8.0
Oregon.....	62,230	65,982	+6.0	24,855	27,321	+9.9
California.....	263,057	302,189	+14.9	² 221,614	² 265,156	² +19.6
United States.....	8,329,548	8,567,738	+2.9	7,467,595	7,902,585	+5.8

¹ Adjusted for comparability; see p. 1309.² Does not exclude clay industry.³ Does not exclude cement, clay, lime, and lumber industries.⁴ Less than $\frac{1}{10}$ of 1 percent.⁵ Does not exclude doors, etc., metal, and wall-board industries.⁶ Does not exclude cement industry.⁷ Does not exclude cement, clay, and lime industries.⁸ Does not exclude doors, etc., metal and roofing industries.⁹ Does not exclude cement, doors, etc., metal, roofing, and wall-board industries.¹⁰ Does not exclude clay, marble, planing-mill, and sheet-metal-work industries.¹¹ Does not exclude cement, lighting equipment, wall-board, and window-shade industries.¹² Does not exclude plumbers' supplies industry.¹³ Does not exclude clay, doors, etc., metal, wall-board, and window-shade industries.¹⁴ Does not exclude roofing and wall-board industries.¹⁵ To avoid disclosure, 13 wage earners in 4 plants in the turpentine and rosin industry were not deducted in the adjustment for comparability; 2 of the plants are in Louisiana, 1 in North Carolina, and 1 in Texas.¹⁶ Does not exclude lime and window-shade industries.¹⁷ Does not exclude lime, structural and ornamental metal-work, and window-shade industries.¹⁸ Does not exclude sheet-metal-work, structural and ornamental metal-work, and wall-board industries.¹⁹ Does not exclude lighting equipment and plumbers' supplies industries.²⁰ Does not exclude cement and wall-board industries.

TABLE 3.—*Employment in the motor-vehicle industry, in the United States and in Michigan, 1929 to 1937*

Year	Motor vehicles			Motor-vehicle bodies and parts			Total, motor-vehicle industry		
	Number of wage earners		Percent in Mich-igan	Number of wage earners		Percent in Mich-igan	Number of wage earners		Percent in Mich-igan
	United States	Mich-igan		United States	Mich-igan		United States	Mich-igan	
1929.....	226, 116	108, 796	48. 1	221, 332	105, 572	47. 7	447, 448	214, 368	47. 9
1931.....	134, 866	64, 077	47. 5	150, 649	88, 952	59. 0	285, 515	153, 029	53. 6
1933.....	97, 869	59, 725	61. 0	145, 745	91, 475	62. 8	243, 614	151, 200	62. 1
1935.....	147, 044	83, 988	57. 1	240, 757	154, 857	64. 3	387, 801	238, 845	61. 6
1937.....	194, 527	121, 312	62. 4	284, 814	176, 165	61. 9	479, 341	297, 477	62. 1

TABLE 4.—*Employment in rubber-tire and inner-tube industry in the United States, Ohio, and Akron Industrial Area, 1929 to 1937*

Year	Number of wage earners		
	United States	Ohio	Akron industrial area
1929.....	83, 263	55, 307	51, 135
1931.....	49, 159	32, 180	29, 241
1933.....	52, 976	35, 621	32, 514
1935.....	57, 128	39, 063	36, 701
1937.....	63, 290	38, 719	35, 525

TABLE 5.—*Employment in industries making alcoholic beverages, 1937*

State	Liquors, distilled	Liquors, malt	Rectified or blended	Vinous
Arizona.....	(1)	(1)		
Arkansas.....			(1)	12
California.....	332	1, 611	376	1, 713
Colorado.....	(1)	298	(1)	
Connecticut.....	(1)	421	138	
Delaware.....		(1)		
District of Columbia.....		(1)		
Florida.....		385	(1)	
Georgia.....		(1)		(1)
Idaho.....		32		
Illinois.....	1, 038	2, 993	1, 443	(1)
Indiana.....	803	1, 675	1, 074	
Iowa.....		147		(1)
Kentucky.....	2, 070	993	238	
Louisiana.....	(1)	771	55	(1)
Maine.....			(1)	
Maryland.....	672	1, 377	871	(1)
Massachusetts.....	107	1, 025	321	
Michigan.....	(1)	2, 526	72	137
Minnesota.....	(1)	1, 725	(1)	(1)
Missouri.....	11	2, 823	42	(1)
Montana.....	(1)	154		
Nebraska.....		313		
Nevada.....		(1)		
New Hampshire.....		(1)		
New Jersey.....	79	1, 884	484	66
New York.....	169	5, 608	236	647
North Carolina.....		(1)		(1)
Ohio.....	251	3, 398	509	122
Oklahoma.....		(1)		
Oregon.....	(1)	103		14
Pennsylvania.....	456	4, 992	1, 102	
Rhode Island.....		340	(1)	(1)
South Dakota.....		(1)		
Tennessee.....		169		
Texas.....		903		13
Utah.....		(1)		
Vermont.....	(1)			
Virginia.....	52	104		
Washington.....		729	30	151
West Virginia.....		62		
Wisconsin.....		4, 038	30	
Wyoming.....		(1)		
United States.....	6, 215	47, 037	7, 094	3, 005

1 Withheld to avoid disclosure.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State*

MAINE

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Boots and shoes.....	9,967	13,605	3,638	Pulp.....	3,835	3,356	479
Shipbuilding.....	1,134	2,088	954	Planing-mill products.....	596	273	323
Canning, fruit, etc.....	1,140	1,999	859	Paper.....	8,296	8,023	273
Cotton goods.....	¹ 9,862	⁽²⁾	⁽²⁾	Canning, fish, etc.....	2,393	2,162	231
Wood, turned and shaped.....	2,212	2,661	449	Printing and publishing, newspapers, etc.....	1,011	838	173
Lumber.....	3,436	3,774	338				
Worsted goods.....	3,956	4,148	192				

NEW HAMPSHIRE

Boots and shoes.....	14,544	17,713	3,169	Cotton goods.....	13,769	7,162	6,607
Woolen and felt goods.....	¹ 4,482	5,153	³ 671	Worsted goods.....	4,046	683	3,463
Wood, turned and shaped.....	425	1,011	586	Pulp.....	2,432	1,349	1,083
				Lumber.....	1,982	1,271	711
				Paper.....	2,580	1,974	606
				Textile machinery.....	1,108	756	352

VERMONT

Woolen and felt goods.....	1,499	3,579	2,080	Marble, granite, etc.....	5,287	3,219	2,068
Wood, turned and shaped.....	906	1,196	290	Machine tools.....	2,610	1,700	910
				Lumber.....	2,371	1,952	419
				Furniture.....	1,147	944	203

MASSACHUSETTS

Silk and rayon.....	7,390	³ 12,345	³ 4,955	Cotton goods.....	70,788	42,464	28,324
Men's clothing.....	³ 8,939	³ 13,193	⁴ 4,254	Boots and shoes.....	55,093	46,720	8,373
Women's clothing.....	6,874	³ 10,713	³ 3,839	Boots and shoes, rubber.....	11,163	6,034	5,129
Bread.....	10,413	13,047	2,634	Foundry and machine-shop products.....	21,243	17,429	3,814
Worsted goods.....	29,962	32,474	2,512	Motor-vehicle bodies and parts.....	3,393	552	2,841
Paper goods, n. e. c.....	4,053	5,559	1,506	Carpets and rugs, wool.....	4,297	1,725	2,572
Machine-tool accessories.....	3,239	4,239	1,000	Dyeing and finishing.....	14,450	12,150	2,300
Shipbuilding.....	3,635	4,611	976	Woolen and felt goods.....	16,574	14,287	2,287
				Cutlery.....	3,467	2,372	2,226
				Rubber tires and tubes and rubber goods, n. e. c.....	9,764	7,846	1,918
				Paper.....	12,138	10,506	1,632
				Jewelry.....	5,422	4,018	1,404
				Confectionery.....	7,471	6,340	1,131
				Furniture.....	8,598	7,798	800
				Planing-mill products.....	2,011	1,317	694

RHODE ISLAND

Rubber goods, n. e. c.....	1,822	3,290	1,468	Cotton goods.....	21,833	⁽²⁾	⁽²⁾
Lace goods.....	1,005	1,782	777	Jewelry.....	10,273	7,215	3,058
Silk and rayon.....	7,589	⁽²⁾	⁽²⁾	Textile machinery.....	3,711	2,089	1,622
Beverages, alcoholic.....	0	³ 340	³ 340	Cotton narrow fabrics.....	4,781	3,783	998
Dyeing and finishing.....	9,242	9,440	198	Worsted goods.....	21,216	20,262	954

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

CONNECTICUT

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Women's clothing.....	3,484	³ 7,146	³ 3,662	Silk and rayon.....	10,501	³ 5,408	¹ 5,093
Men's clothing.....	3,836	³ 6,306	³ 2,470	Hardware.....	17,951	14,143	3,808
Cutlery.....	2,534	4,604	2,070	Cotton goods.....	10,789	9,062	1,727
Bread.....	2,592	3,907	1,315	Silverware and plated ware...	³ 5,275	3,669	³ 1,606
Wirework, n. e. c.....	864	1,867	1,003	Cotton narrow fabrics.....	2,452	1,113	1,339
Hats, fur-felt.....	6,078	6,936	858	Machine tools.....	6,402	5,642	760
Dyeing and finishing.....	2,309	³ 2,998	³ 689	Rubber goods, n. e. c.....	3,200	2,534	666
Wire, drawn from pur- chased rods.....	901	1,561	660	Planing-mill products.....	1,031	546	485
Machine tool accessories.....	1,676	2,238	562				
Beverages, alcoholic.....	0	³ 559	³ 559				
Stamped ware.....	1,882	2,422	540				
Motor-vehicle bodies and parts.....	866	1,227	361				
Needles, pins, etc.....	2,388	2,730	342				

NEW YORK

Women's clothing.....	102,096	115,528	13,432	Electrical machinery, radios and phonographs.....	44,279	32,982	11,297
Beverages, alcoholic.....	1,734	6,660	³ 5,916	Foundry and machine-shop products.....	47,638	38,620	9,018
Bread.....	33,704	37,269	3,565	Men's clothing.....	³ 70,665	62,670	³ 7,995
Steel works and rolling mills	17,952	20,638	2,686	Millinery.....	16,655	³ 10,608	¹ 6,047
Artificial flowers.....	1,664	3,712	2,048	Motor vehicles.....	10,603	4,621	5,982
Paper goods, n. e. c.....	3,962	5,845	1,883	Knit goods.....	31,558	26,087	5,471
Canning, fruit, etc.....	7,810	9,534	1,724	Cigars and cigarettes.....	8,602	3,160	5,442
Corsets and allied garments..	4,702	6,333	1,631	Printing and publishing, book, music, and job.....	32,388	27,266	5,122
Glass.....	3,148	4,747	1,599	Furniture.....	25,220	20,380	4,840
Gloves, leather.....	5,582	7,046	1,464	Silk and rayon.....	10,261	³ 5,609	¹ 4,652
Buttons.....	2,468	3,734	1,266	Motor-vehicle bodies and parts.....	19,617	15,052	4,565
				Planing-mill products.....	7,071	3,340	3,731
				Boots and shoes.....	36,980	33,673	3,307
				Nonferrous-metal alloys.....	13,901	10,664	3,237
				Structural and ornamental metal work.....	6,854	4,005	2,849
				Bookbinding.....	10,126	7,528	2,598
				Confectionery.....	9,602	7,108	2,494
				Marble, granite, etc.....	4,410	1,943	2,467
				Shipbuilding.....	10,811	8,598	2,213
				Electroplating.....	3,189	1,283	1,906
				Beverages, nonalcoholic.....	3,582	1,788	1,794
				Pianos.....	3,747	2,071	1,676
				Sugar refining, cane.....	4,352	2,930	1,422
				Sheet-metal work.....	3,142	1,847	1,295
				Hardware.....	3,834	2,589	1,245
				Cotton goods.....	5,811	4,606	1,205
				Ice, manufactured.....	2,554	1,392	1,162
				Jewelry.....	5,204	4,146	1,058

See footnotes at end of table.

TABLE 6.—Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued

NEW JERSEY

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	Increase		1929	1937	Decrease
Women's clothing.....	8, 972	23, 572	14, 600	Silk and rayon.....	21, 419	9, 991	11, 428
Men's clothing.....	15, 074	19, 884	3 4, 810	Dyeing and finishing.....	23, 097	13, 604	1 9, 493
Bread.....	7, 223	11, 096	3, 873	Foundry and machine-shop products.....	22, 343	19, 769	2, 574
Shipbuilding.....	7, 551	10, 708	3, 157	Electrical machinery, radio, and phonographs.....	3 42,193	39, 782	3 2, 411
Chemicals, n. e. c.....	13, 504	16, 198	2, 694	Cotton goods.....	4, 758	2, 961	1, 797
Boxes, paper.....	2, 945	5, 366	2, 421	Structural and ornamental metal work.....	2, 763	1, 047	1, 716
Rubber goods, n. e. c.....	7, 740	9, 999	2, 259	Motor-vehicle bodies and parts.....	3, 086	1, 977	1, 109
Asbestos products.....	1, 920	3, 797	1, 877				
Worsted goods.....	1 737	2, 513	3 1, 776				
Cast-iron pipe.....	2, 271	3, 535	1, 264				
Worsteds.....	7, 293	8, 533	1, 240				
Furs, dressed and dyed.....	1, 317	2, 508	1, 191				
Wire drawn from purchased rods.....	1, 988	2, 959	971				
Paint.....	4, 510	5, 384	874				
Steel works and rolling mills.....	8, 056	8, 915	859				
Toys.....	1, 471	2, 239	768				
Nonferrous-metal alloys.....	4, 149	4, 701	552				

PENNSYLVANIA

Steel works and rolling mills.....	145, 684	165, 952	20, 268	Silk and rayon.....	61, 544	41, 203	20, 341
Men's clothing.....	1 42,041	3 52,168	3 10,127	Foundry and machine-shop products.....	55, 364	47, 604	7, 760
Women's clothing.....	14, 688	24, 686	9, 998	Cigars and cigarettes.....	25, 221	17, 571	3 7, 650
Beverages, alcoholic.....	302	6, 550	6, 248	Cotton goods.....	7, 773	3, 775	3, 998
Bread.....	23, 960	27, 978	4, 018	Dyeing and finishing.....	8, 858	4, 984	3, 874
Boots and shoes.....	10, 429	12, 942	2, 513	Motor-vehicle bodies and parts.....	11, 678	9, 009	2, 669
Canning, fruit, etc.....	3, 725	5, 301	2, 076	Cement.....	7, 470	5, 585	1, 885
Petroleum refining.....	7, 895	9, 890	1, 495	Carpets and rugs, wool.....	6, 904	5, 326	1, 578
Chemicals, n. e. c.....	3, 280	4, 691	1, 411	Confectionery.....	7, 469	6, 071	1, 398
Asbestos products.....	1, 136	2, 436	1, 300	Knit goods.....	62, 141	61, 374	767
Boxes, paper.....	5, 276	6, 279	1, 003				

OHIO

Stamped ware.....	6, 959	14, 978	8, 019	Rubber tires and inner tubes.....	55, 307	38, 719	16, 588
Steel works and rolling mills.....	89, 123	95, 530	6, 407	Motor vehicles.....	28, 727	12, 811	15, 916
Nonferrous-metal alloys.....	4, 769	9, 934	5, 165	Clay.....	17, 060	11, 286	5, 774
Beverages, alcoholic.....	1 17	4, 280	3 4, 263	Structural and ornamental metal work.....	7, 464	3, 674	3, 790
Bread.....	13, 567	17, 661	4, 094	Foundry and machine-shop products.....	61, 453	58, 058	3, 395
Glass.....	9, 491	12, 793	3, 302				
Machine tools.....	11, 857	14, 527	2, 670				
Boots and shoes.....	12, 258	14, 810	2, 552				
Men's clothing.....	3 17,786	3 18,763	4 977				
Canning, fruit, etc.....	2, 480	3, 390	910				

INDIANA

Steel works and rolling mills.....	29, 169	43, 400	14, 231	Motor vehicles.....	20, 573	11, 279	9, 294
Motor-vehicle bodies and parts.....	13, 653	21, 281	7, 628	Wire, drawn from purchased rods.....	4, 881	1, 480	3, 401
Canning, fruit, etc.....	4, 877	8, 460	3, 583	Furniture.....	18, 700	15, 406	3, 294
Beverages, alcoholic.....	1 720	3 3, 552	3 2, 832	Foundry and machine-shop products.....	26, 222	23, 099	3 3, 123
Stamped ware.....	1, 867	3, 479	1, 612	Clay.....	4, 985	2, 381	2, 604
Men's clothing.....	9, 894	11, 146	3 1, 252	Cigars and cigarettes.....	3, 238	1, 346	1, 892
Petroleum refining.....	1 5, 913	6, 768	3 855	Marble, granite, etc.....	3, 342	1, 676	1, 666
Bread.....	5, 055	5, 784	729	Planing-mill products.....	2, 598	1, 346	1, 252
Women's clothing.....	1, 524	3 2, 182	3 658	Heating and cooking apparatus.....	3, 002	2, 074	928
				Printing and publishing, book, music, and job.....	3, 928	3, 052	876
				Cars, electric and steam railroad.....	5, 438	4, 633	805
				Lumber.....	3, 254	2, 503	751
				Meat packing.....	4, 976	4, 458	518

See footnotes at end of table.

TABLE 6.—Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued

ILLINOIS

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Steel works and rolling mills	30,416	41,426	11,010	Electrical machinery, radios, and phonographs	57,646	43,801	13,845
Agricultural implements, engines, tractors, etc.	36,167	41,193	5,026	Furniture	23,767	17,696	6,071
Beverages, alcoholic	1,720	³ 5,474	³ 4,754	Men's clothing	³ 25,256	³ 20,428	⁴ 4,828
Bread	16,929	20,013	3,084	Meat packing	29,618	26,120	3,498
Canning, fruit, etc.	4,475	7,270	2,795	Clay	6,506	4,204	2,302
Lithographing	2,501	4,702	2,201	Planing-mill products	6,179	3,986	2,193
Women's clothing	13,802	³ 15,971	³ 2,169	Foundry and machine-shop products	45,064	42,944	2,120
Nonferrous-metal alloys	5,406	7,447	2,041	Printing and publishing: Book, music, and job	26,425	24,588	1,837
Boots and shoes	14,725	16,662	1,937	Newspapers, etc.	11,660	10,546	1,114
Wirework, n. e. c.	1,989	3,629	1,640	Lighting equipment	4,592	3,721	871
Heating and cooking apparatus	17,065	18,704	1,639	Signs and advertising novelties	3,321	2,494	827
Tin cans and other tinware	6,085	7,551	1,466	Ice, manufactured	1,879	1,219	660
Rubber goods, n. e. c.	1,496	2,788	1,292				
Machine tools	3,653	4,839	1,186				
Boxes, paper	5,382	6,358	976				
Chemicals, n. e. c.	3,626	4,541	915				
Stamped ware	4,760	5,652	892				
Leather	3,661	4,480	819				
Screw-machine products	2,707	3,482	775				
Motor-vehicle bodies and parts	5,273	5,804	531				
Glass	4,658	5,177	519				

MICHIGAN

Motor-vehicle bodies and parts	105,572	176,165	70,593	Agricultural implements, engines, tractors, etc.	³ 8,951	2,680	³ 6,271
Foundry and machine-shop products	42,492	60,504	18,012	Furniture	20,941	14,851	6,090
Steel work and rolling mills	4,724	21,024	16,300	Cigars and cigarettes	4,073	2,334	1,739
Motor vehicles	108,796	121,312	12,516	Planing-mill products	3,784	2,121	1,663
Refrigerators	3,942	10,165	6,223	Electrical machinery, radios and phonographs	³ 8,196	6,782	³ 1,414
Hardware	10,077	15,948	5,871	Aircraft	1,510	284	1,226
Wirework, n. e. c.	6,162	11,015	4,853	Printing and publishing, book, music, and job	6,074	4,904	1,170
Machine-tool accessories	9,010	11,773	2,763	Lighting equipment	2,010	1,120	890
Beverages, alcoholic	0	³ 2,735	³ 2,735	Nonferrous-metal alloys	10,219	9,561	658
Printing and publishing, newspapers, etc.	3,950	5,545	1,595	Screw-machine products	3,418	2,826	592
Chemicals, n. e. c.	5,414	6,891	1,477				
Canning, fruit, etc.	2,617	3,956	1,339				
Bread	9,349	10,483	1,134				
Sugar, beet	619	1,330	711				
Women's clothing	1,420	³ 2,124	³ 704				
Machine tools	1,554	2,246	692				
Heating and cooking apparatus	6,131	6,661	530				
Leather	2,070	2,569	499				

WISCONSIN

Agricultural implements, engines, tractors, etc.	14,932	22,699	7,767	Lumber	14,489	8,102	6,387
Beverages, alcoholic	0	4,068	4,068	Foundry and machine-shop products	24,207	18,688	5,519
Paper	9,741	11,157	1,416	Motor vehicles	10,241	5,675	4,566
Electric machinery, radios, and phonographs	7,845	9,127	1,282	Knit goods	11,118	³ 8,837	¹ 2,281
Forgings	628	1,582	954	Furniture	8,714	6,574	2,140
Canning, fruit, etc.	5,290	6,171	881	Steel works and rolling mills	5,248	3,855	1,393
Heating and cooking apparatus	3,016	3,671	655	Planing-mill products	5,283	4,519	764
Leather	3,791	³ 4,307	³ 516	Boxes, wooden	2,027	1,314	713
Bread	4,758	5,138	380	Structural and ornamental metal work	1,570	942	628
				Pulp	3,446	3,069	377
				Aluminum	3,921	3,578	343

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

MINNESOTA

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Beverages, alcoholic	0	³ 1,725	³ 1,725	Lumber	4,412	2,437	1,975
Refrigerators	1,160	2,778	1,618	Signs and advertising novel- ties	1,915	386	1,529
Meat packing	6,936	8,537	1,601	Flour	3,535	2,373	1,162
Canning, fruit, etc.	1,767	2,470	703	Foundry and machine-shop products	5,820	4,768	1,052
Heating and cooking appa- ratus	12,148	2,785	³ 637	Furniture	2,052	1,241	811
Printing and publishing, newspapers, etc.	2,994	3,566	572	Marble, granite, etc.	1,781	1,214	567
Motor-vehicle bodies and parts	447	819	372	Boots and shoes	1,047	642	405
Bread	3,891	4,079	188				

IOWA

Meat packing	8,663	9,521	858	Furniture	1,552	1,006	546
Bread	3,516	4,257	741	Printing and publishing, book, music, and job	³ 1,469	1,023	³ 446
Canning, fruit, etc.	1,820	2,174	354	Motor-vehicle bodies and parts	371	188	183
Planing-mill products	3,525	3,831	306	Cigars and cigarettes	307	54	253

MISSOURI

Beverages, alcoholic	0	³ 2,876	³ 2,876	Heating and cooking appa- ratus	¹ 3,460	1,863	¹ 1,597
Electrical machinery, ra- dios, and phonographs	7,225	9,560	2,335	Clay	4,856	3,822	1,034
Men's clothing	¹ 12,872	³ 14,371	³ 1,409	Boxes, wooden	1,337	318	1,010
Boots and shoes	24,903	26,110	1,207	Millinery	2,042	1,118	924
Steel works and rolling mills ..	3,406	4,467	1,061	Motor vehicles	6,086	5,246	849
Paper goods, n. e. c.	147	1,144	997	Foundry and machine-shop products	8,607	7,773	834
Cars, electric and steam rail- road	2,881	3,487	606	Motor-vehicle bodies and parts	4,220	3,404	816
Stamped ware	781	1,203	422	Confectionery	2,847	2,073	774
Women's clothing	6,903	³ 7,201	³ 298	Meat packing	5,614	5,066	548
				Cement	1,764	1,223	541
				Planing-mill products	1,755	1,270	485
				Printing and publishing, book, music, and job	³ 5,354	4,895	³ 459
				Ice, manufactured	1,150	739	411
				Marble, granite, etc.	819	441	378
				Printing and publishing, newspapers, etc.	4,284	3,972	312

SOUTH DAKOTA

				Lumber	852	500	352
				Bread	731	628	103

NEBRASKA

Beverages, alcoholic	0	313	313	Meat packing	6,037	5,012	1,025
Bread	1,912	2,154	242	Printing and publishing: Newspapers, etc.	1,564	1,142	422
				Book, music, and job	887	699	188
				Confectionery	235	105	130

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

KANSAS

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Petroleum refining.....	3, 113	3, 335	222	Meat packing.....	9, 068	8, 049	1, 019
Bread.....	1, 791	1, 900	109	Clay.....	1, 101	513	588
				Cement.....	1, 176	754	422
				Aircraft.....	913	510	403
				Planing-mill products.....	565	360	205

DELAWARE

Canning, fruit, etc.....	1, 414	1, 758	344	Shipbuilding.....	1, 239	456	783
				Paper.....	585	360	225

MARYLAND

Steel works and rolling mills.....	13,956	18, 242	³ 4, 286	Furniture.....	2, 409	1, 392	1, 017
Canning, fruit, etc.....	6, 059	9, 138	3, 079	Foundry and machine-shop products.....	4, 735	³ 3, 893	¹ 842
Shipbuilding.....	2, 312	4, 666	2, 354	Confectionery.....	1, 187	659	528
Beverages, alcoholic.....	¹ 720	³ 2, 920	³ 2, 200				
Men's clothing.....	17, 856	³ 19, 233	³ 1, 377				
Bread.....	3, 452	4, 552	1, 100				
Paper.....	1, 240	1, 914	674				
Boots and shoes.....	2, 239	2, 637	398				

DISTRICT OF COLUMBIA

Printing and publishing, newspapers, etc.....	1, 338	1, 762	424	Planing-mill products.....	201	96	105
Bread.....	1, 346	1, 729	383				

VIRGINIA

Cotton goods.....	7, 672	12, 001	4, 329	Boxes, wooden.....	1, 138	585	553
Men's clothing.....	¹ 4, 895	³ 8, 900	³ 4, 005				
Furniture.....	6, 285	8, 504	2, 219				
Canning, fruit, etc.....	1, 712	3, 578	1, 866				
Knit goods.....	3, 125	³ 4, 893	³ 1, 768				
Silk and rayon.....	2, 249	³ 3, 318	³ 1, 069				
Lumber.....	8, 720	9, 629	909				
Shipbuilding.....	6, 760	7, 464	704				
Dyeing and finishing.....	¹ 701	³ 1, 378	³ 677				
Planing-mill products.....	1, 847	2, 429	582				
Bread.....	1, 709	2, 202	493				
Paper.....	1, 935	2, 423	488				
Pulp.....	1, 553	1, 823	270				

WEST VIRGINIA

Chemicals, n. e. c.....	1, 968	4, 866	2, 898	Lumber.....	7, 955	5, 538	2, 417
Steel works and rolling mills.....	12, 936	14, 674	1, 738	Planing-mill products.....	686	417	269
Glass.....	11, 123	12, 763	1, 640				
Stamped ware.....	1, 346	2, 372	1, 026				
Bread.....	1, 449	1, 944	495				
Pottery.....	5, 683	6, 083	400				
Woolen and felt goods.....	779	1, 032	253				

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

NORTH CAROLINA

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	Increase		1929	1937	Decrease
Knit goods.....	22,930	³ 37,883	³ 14,953	Lumber.....	17,364	14,560	2,804
Cotton goods.....	91,544	104,158	12,314	Ice, manufactured.....	1,197	359	838
Silk and rayon.....	2,922	³ 13,264	³ 10,342				
Dyeing and finishing.....	2,363	8,465	6,102				
Cigars and cigarettes.....	13,778	³ 16,421	³ 2,643				
Furniture.....	15,609	16,789	1,180				
Bread.....	1,249	2,118	869				
Men's clothing.....	¹ 3,234	³ 3,698	³ 464				
Paper.....	425	665	240				

SOUTH CAROLINA

Cotton goods.....	71,731	81,002	9,271	Lumber.....	15,720	11,015	4,705
Dyeing and finishing.....	1,939	³ 6,979	³ 5,040				
Furniture.....	77	1,094	1,017				

GEORGIA

Cotton goods.....	55,868	69,735	13,867	Lumber.....	15,454	10,665	4,789
Knit goods.....	6,018	9,419	3,401	Planning-mill products.....	2,788	1,842	946
Men's clothing.....	¹ 3,758	³ 6,528	³ 2,770	Marble, granite, etc.....	2,303	1,473	830
Woolen and felt goods.....	¹ 1,182	2,441	1,259				
Boxes, wooden.....	1,231	2,164	933				
Bread.....	1,906	2,657	751				
Cottonseed oil.....	1,519	2,240	721				
Dyeing and finishing.....	1,145	1,582	437				

FLORIDA

Canning, fruit, etc.....	1,735	4,372	2,637	Cigars and cigarettes.....	12,072	9,996	2,076
Boxes, wooden.....	1,030	2,767	1,737	Lumber.....	17,438	15,400	2,038
Bread.....	1,724	2,520	796	Ice, manufactured.....	1,461	650	811
Beverages, alcoholic.....	0	³ 385	³ 385				
Fertilizer.....	1,084	1,318	234				
Canning, fish, etc.....	188	290	202				

KENTUCKY

Beverages, alcoholic.....	¹ 720	3,301	³ 2,581	Lumber.....	4,604	3,461	1,143
Cigars and cigarettes.....	2,284	3,446	1,162	Boots and shoes.....	2,438	1,407	1,031
Steel works and rolling mills.....	5,358	6,490	1,132	Printing and publishing, newspapers, etc.....	1,540	1,097	443
Bread.....	1,620	2,262	642				
Meat packing.....	892	1,254	362				
Wood, turned.....	51	367	316				
Furniture.....	2,890	3,205	315				
Knit goods.....	1,195	1,496	301				

TENNESSEE

Men's clothing.....	3,588	³ 9,736	³ 6,148	Motor-vehicle bodies and parts.....	3,419	92	3,327
Knit goods.....	17,839	³ 20,956	³ 3,117	Lumber.....	10,304	7,092	3,212
Heating and cooking apparatus.....	³ 2,771	5,427	¹ 2,656	Planning-mill products.....	3,701	3,138	563
Boots and shoes.....	2,116	4,464	2,348				
Wood, turned.....	1,222	3,542	2,320				
Rayon and allied products.....	7,537	9,582	2,045				
Chemicals, n. e. c.....	1,360	3,051	1,691				
Bread.....	2,124	2,846	722				
Cotton goods.....	7,544	7,884	340				
Pulp.....	477	762	285				
Paper.....	466	569	103				

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

ALABAMA

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Cotton goods.....	27,724	37,667	9,943	Lumber.....	25,954	17,293	8,661
Steel works and rolling mills.....	9,253	11,242	1,989	Cast-iron pipe.....	9,335	8,316	1,019
Knit goods.....	2,607	³ 3,734	³ 1,127	Blast-furnace products.....	2,398	1,831	567
Cottonseed oil.....	988	1,652	664	Planing-mill products.....	1,982	1,418	564
Bread.....	1,513	1,950	437				
Coke-oven products.....	1,606	2,041	435				
Paper.....	¹ 710	982	³ 272				
Pulp.....	¹ 450	665	³ 215				

MISSISSIPPI

Men's clothing.....	¹ 2,395	³ 6,257	³ 3,862	Lumber.....	30,747	17,045	13,702
Canning, fish, etc.....	636	2,211	1,575				
Cotton goods.....	2,342	3,031	689				
Wood distillation.....	449	884	435				
Boxes, wooden.....	560	931	371				
Cottonseed oil.....	2,080	2,329	249				
Canning, fruit, etc.....	387	578	191				

ARKANSAS

Canning, fruit, etc.....	1,347	2,315	968	Lumber.....	21,541	17,322	4,219
Wood, turned.....	547	1,103	556				
Furniture.....	1,551	1,962	411				
Cotton goods.....	617	819	202				

LOUISIANA

Sugar, cane.....	2,319	¹ 4,221	¹ 1,902	Lumber.....	30,116	20,642	9,474
Canning, fish, etc.....	1,402	2,530	1,128	Petroleum refining.....	6,982	4,483	2,499
Sugar refining, cane.....	2,223	3,181	958				
Pulp.....	996	1,793	797				
Paper.....	1,150	1,942	792				
Chemicals, n. e. c.....	¹ 147	821	³ 674				
Beverages, alcoholic.....	342	³ 826	³ 484				
Canning, fruit, etc.....	415	720	305				

OKLAHOMA

Foundry and machine-shop products.....	1,973	³ 2,547	³ 574	Lumber.....	2,883	2,162	721
Butter.....	257	635	378	Clay.....	583	301	282
Meat packing.....	¹ 1,857	2,198	³ 341				
Bread.....	1,706	2,016	310				
Flour.....	746	934	188				
Petroleum refining.....	5,164	5,310	146				

TEXAS

Foundry and machine-shop products.....	8,422	³ 11,545	3,123	Lumber.....	16,387	13,117	3,270
Canning, fruit, etc.....	597	3,284	2,687	Ice, manufactured.....	2,946	1,688	1,258
Petroleum refining.....	19,434	21,017	1,583	Clay.....	2,244	1,588	656
Shipbuilding.....	579	2,075	1,496				
Men's clothing.....	3,941	³ 5,156	³ 1,215				
Bread.....	5,137	6,323	1,186				
Beverages, alcoholic.....	0	916	916				
Cotton goods.....	4,649	5,538	889				
Bone black.....	842	1,554	712				
Flour.....	1,326	1,770	444				

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

MONTANA

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Sugar, beet.....	356	689	333	Lumber.....	3,501	2,810	691
Petroleum refining.....	168	430	262				
Printing and publishing, newspapers, etc.....	394	614	220				

IDAHO

Canning, fruit, etc.....	222	374	152	Lumber.....	11,228	8,040	3,188
Bread.....	267	408	141				

WYOMING

Bread.....	152	256	104	Petroleum refining.....	1,679	1,169	510
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COLORADO

Foundry and machine-shop products.....	1,036	³ 1,782	³ 746	Lumber.....	1,219	795	424
Meat packing.....	1,497	1,934	437	Printing and publishing, book, music, and job.....	1,034	691	343
Beverages, alcoholic.....	0	³ 299	³ 299	Confectionery.....	508	279	229
Bread.....	1,689	1,915	226	Printing and publishing, newspapers, etc.....	1,121	975	146

NEW MEXICO

Lumber.....	1,549	2,030	481				
Bread.....	177	284	107				

ARIZONA

Bread.....	322	514	192	Smelting and refining cop- per.....	3,711	2,262	1,449
				Lumber.....	2,084	1,527	557
				Ice, manufactured.....	399	231	168

UTAH

Sugar, beet.....	691	851	160	Flour.....	431	295	136
				Canning, fruit, etc.....	1,859	1,732	127
				Smelting and refining, lead.....	1,468	1,370	98

WASHINGTON

Pulp.....	2,394	4,318	1,924	Lumber.....	58,570	48,615	9,955
Canning, fruit, etc.....	3,720	4,910	1,190	Clay.....	1,066	474	592
Beverages, alcoholic.....	0	910	910	Canning, fish, etc.....	1,122	968	154
Paper.....	2,774	3,345	571				
Planing-mill products.....	3,600	4,169	569				
Feeds, prepared for animals and fowls.....	410	632	222				
Bread.....	2,607	2,827	220				
Furniture.....	1,632	1,814	212				
Meat packing.....	1,283	1,424	141				

See footnotes at end of table.

TABLE 6.—*Changes in employment in manufacturing industries from 1929 to 1937 by State—Continued*

OREGON

Industries with increase in employment				Industries with decrease in employment			
Industry	Number of wage earners			Industry	Number of wage earners		
	1929	1937	In-crease		1929	1937	De-crease
Lumber.....	34,832	36,040	1,208	Printing and publishing, book, music, and job.....	665	503	162
Paper.....	1,115	2,008	893				
Canning, fruit, etc.....	4,101	4,199	818				
Pulp.....	734	1,236	502				
Furniture.....	2,095	2,222	127				
Bread.....	1,647	1,768	121				

CALIFORNIA

Aircraft.....	1,277	11,520	10,243	Lumber.....	21,822	17,977	3,845
Canning, fruit, etc.....	28,186	34,055	5,869	Agricultural implements, engines, tractors, etc.....	3,624	1,300	2,324
Beverages, alcoholic.....	265	4,032	3,767	Millinery.....	2,702	1,100	1,602
Women's clothing.....	7,165	² 9,697	² 2,532	Foundry and machine-shop products.....	17,186	15,647	1,539
Canning, fish, etc.....	4,319	6,499	2,180	Clay.....	4,983	³ 3,455	1,528
Bread.....	11,395	13,519	2,124	Planing-mill products.....	7,159	5,769	1,390
Motor vehicles.....	5,443	7,229	1,786				
Heating and cooking appa- ratus.....	¹ 1,899	3,586	³ 1,687				
Meat packing.....	3,858	5,413	1,555				
Printing and publishing, newspapers, etc.....	6,876	8,359	1,483				
Chemicals, n. e. c.....	2,152	3,225	1,073				
Structural and ornamental metal work.....	1,973	2,977	1,004				
Glass.....	1,526	2,444	918				
Motor-vehicle bodies and parts.....	2,170	3,048	878				
Petroleum refining.....	8,133	8,858	725				
Men's clothing.....	¹ 5,759	³ 6,404	³ 645				
Pottery.....	1,068	1,568	500				
Knit goods.....	1,834	2,290	456				
Steel works and rolling mills.....	6,616	7,055	439				
Paper.....	1,763	2,181	418				

¹ Indicates that the actual employment figure or actual change is less than the indicated number.² Withheld to avoid disclosure.³ Indicates that the actual employment figure or actual change is greater than the indicated number.⁴ Indicates an approximate employment change, when employment for 1929 and 1937 is give approximately.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. There were a few industries which showed outstanding growth in number of wage-earners. Of these the following may be cited: Alcoholic beverages, 62,000; synthetic resins and plastics about 13,500; canning, 43,000; stamped and enameledware, 21,000; rayon, 16,000; aircraft, 9,000; asbestos products, 5,000; blast furnaces, steel works, and rolling mills, 83,000; baking, 38,000; men's clothing, 26,000; shirts and collars, 10,000; women's clothing, 55,000; converted paper products, 26,000; chemicals, 17,000; glass, 11,500; rubber goods other than tires and boots and shoes, 8,000; leather products other than boots and shoes, 7,000; cigarettes, 5,000; knit goods, 22,500; shipbuilding, 7,000; paper boxes, 10,000; electric refrigerators in the neighborhood of 13,500. The net increase of 83,000 in the steel figure does not take into account an estimated loss within this industry of 30,000 workers making structural shapes, concrete reinforcing bars, and nails.

DECLINES IN MANUFACTURING

In contrast there were a few manufacturing industries which showed a decline in the employment over the period. They were: Cigars, 28,000; tires and tubes, 20,000; silk and rayon, 13,500; manufactured ice, 13,500; confectionery and ice cream, 13,500; wooden boxes, 4,500; furniture and wood turning, 19,000; rubber boots and shoes, 7,300; men's and women's hats and millinery, 7,100; silverware, plated ware, and jewelry, 6,800; cotton textiles, 5,700. In addition to these industries there was a serious depression in the construction industry, for example, and in the industries engaged in the manufacture of building materials.

Since there is a substantial degree of geographical concentration in the various manufacturing industries, these differing trends in employment by industries reflected themselves in differences in the geographical trends of manufacturing employment. Other factors contributed, for in some industries, such as the cotton textile industry, that showed little change in aggregate employment, there were geographical shifts.

Between 1929 and 1937, as regards geographical trends, there was a general increase in manufacturing employment in three areas—in the southeastern and southwestern States, stretching from Maryland to Texas (with the exceptions of Mississippi, Arkansas, and Louisiana, where decreases were the result of low activity in industries making building materials); on the Pacific coast; and in Michigan and the industrial areas surrounding this center of the automobile industry.

These underlying trends have continued in recent years except for a rather fundamental recovery in the construction industry. I am submitting for the further consideration of the committee a table showing by States the total nonagricultural employment by months from the middle of 1937 to date.

(The table above referred to is as follows:)

Employees in nonagricultural establishments, by States

Estimated number of employees in nonagricultural business and Government establishments, not including self-employed persons, casual workers or domestic servants, and exclusive of military and maritime personnel, by months from July 1937 to date. These figures supersede those previously published.

[In thousands]

	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware
1937							
July.....	366	95	180	1,804	235	572	71
August.....	365	95	182	1,827	236	578	75
September.....	370	96	185	1,819	238	581	75
October.....	366	95	184	1,773	237	576	70
November.....	353	92	176	1,716	228	560	66
December.....	354	90	174	1,698	223	543	65
1938							
January.....	338	84	164	1,611	208	509	61
February.....	338	84	166	1,606	203	501	60
March.....	338	82	163	1,606	203	497	60
April.....	339	84	162	1,634	207	496	60
May.....	333	83	162	1,620	206	493	60
June.....	325	84	165	1,639	210	485	60
July.....	321	81	169	1,646	213	486	61
August.....	330	80	171	1,685	214	497	64
September.....	341	83	178	1,691	216	506	63
October.....	343	84	178	1,662	217	513	61
November.....	341	87	176	1,645	213	517	60
December.....	344	88	176	1,658	211	523	61
Average.....	336	84	169	1,642	210	502	61

Employees in nonagricultural establishments, by States—Continued

[In thousands]

	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware
1939							
January.....	338	86	170	1,608	203	511	60
February.....	341	85	173	1,616	202	510	61
March.....	347	85	174	1,621	205	513	62
April.....	334	86	172	1,654	210	517	64
May.....	329	86	173	1,671	215	524	65
June.....	344	88	175	1,697	219	530	66
July.....	346	86	177	1,708	223	523	66
August.....	348	85	184	1,749	223	533	68
September.....	355	88	189	1,748	227	543	72
October.....	362	89	190	1,730	230	563	70
November.....	360	90	185	1,686	223	570	69
December.....	366	91	185	1,702	220	574	69
Average.....	348	87	179	1,682	217	534	66
1940							
January.....	351	88	173	1,640	207	557	66
February.....	349	88	172	1,652	207	555	65
March.....	355	89	175	1,669	211	555	66
April.....	353	88	173	1,692	210	555	67
May.....	354	89	172	1,705	214	559	70
June.....	354	88	172	1,721	219	564	72
July.....	358	87	176	1,735	224	569	72
August.....	365	86	179	1,804	227	580	77
September.....	375	88	184	1,800	229	595	79
October.....	386	89	189	1,809	231	607	77
November.....	390	90	190	1,793	224	621	73
December.....	400	91	194	1,844	223	636	73
Average.....	366	88	179	1,739	219	579	71
1941							
January.....	392	91	189	1,792	212	626	71
	District of Columbia	Florida	Georgia	Idaho	Illinois	Indiana	Iowa
1937							
July.....	304	309	471	92	2,269	799	407
August.....	303	311	470	91	2,284	820	412
September.....	305	315	475	92	2,300	833	415
October.....	306	330	472	91	2,264	815	408
November.....	306	342	461	87	2,208	774	397
December.....	310	357	458	81	2,174	746	393
1938							
January.....	297	350	436	74	2,069	685	377
February.....	294	354	437	73	2,054	680	368
March.....	294	349	441	74	2,040	676	375
April.....	299	333	440	78	2,038	675	380
May.....	298	313	432	79	2,000	608	381
June.....	300	300	430	82	1,988	659	383
July.....	299	289	425	82	1,984	649	386
August.....	299	291	430	81	2,003	666	391
September.....	305	300	436	82	2,033	693	399
October.....	306	312	440	83	2,047	691	399
November.....	307	331	438	81	2,046	694	394
December.....	312	349	447	80	2,077	704	391
Average.....	301	323	436	79	2,032	678	385
1939							
January.....	302	355	437	75	2,028	676	376
February.....	304	351	442	73	2,039	686	373
March.....	310	354	450	75	2,065	698	379
April.....	314	345	453	79	2,091	705	389
May.....	316	329	447	82	2,114	710	397
June.....	319	323	447	84	2,126	720	402
July.....	318	317	448	85	2,126	716	402
August.....	318	313	450	86	2,150	735	408
September.....	324	317	461	89	2,184	760	413
October.....	329	340	473	90	2,219	762	408
November.....	328	353	473	89	2,221	763	406
December.....	334	378	480	86	2,226	778	403
Average.....	318	340	455	83	2,132	726	396

Employees in nonagricultural establishments, by States—Continued

[In thousands]

	District of Co- lumbia	Florida	Georgia	Idaho	Illinois	Indiana	Iowa
1940							
January.....	321	374	460	78	2, 153	739	386
February.....	319	377	460	76	2, 152	738	380
March.....	325	375	469	78	2, 167	739	383
April.....	329	356	467	80	2, 173	739	388
May.....	334	337	465	83	2, 201	749	396
June.....	338	326	463	85	2, 219	767	403
July.....	344	323	461	86	2, 227	757	400
August.....	350	338	467	88	2, 255	786	409
September.....	356	359	476	90	2, 278	814	416
October.....	362	380	496	88	2, 306	818	411
November.....	364	404	503	87	2, 311	816	406
December.....	374	429	514	86	2, 361	836	409
Average.....	343	365	475	84	2, 234	775	399
1941							
January.....	386	424	500	81	2, 285	803	396
1937							
July.....	312	371	344	201	492	1, 345	1, 448
August.....	311	373	352	205	502	1, 350	1, 424
September.....	311	378	355	198	505	1, 345	1, 423
October.....	307	371	360	185	485	1, 326	1, 476
November.....	301	365	357	176	471	1, 276	1, 446
December.....	296	358	356	174	459	1, 251	1, 357
1938							
January.....	286	348	337	169	435	1, 197	1, 210
February.....	282	345	335	170	438	1, 190	1, 191
March.....	282	341	334	167	441	1, 181	1, 180
April.....	288	336	335	167	447	1, 185	1, 162
May.....	289	334	335	174	448	1, 178	1, 142
June.....	289	337	334	177	448	1, 169	1, 110
July.....	291	340	337	186	446	1, 179	1, 080
August.....	290	344	339	190	458	1, 211	1, 071
September.....	293	348	350	187	460	1, 233	1, 152
October.....	292	344	359	181	450	1, 243	1, 208
November.....	288	347	358	177	453	1, 245	1, 264
December.....	288	352	357	180	457	1, 266	1, 292
Average.....	288	343	342	177	448	1, 206	1, 172
1939							
January.....	277	342	350	176	439	1, 231	1, 257
February.....	275	340	348	177	445	1, 237	1, 256
March.....	277	338	353	175	458	1, 242	1, 263
April.....	284	310	353	178	464	1, 243	1, 273
May.....	289	319	353	183	469	1, 251	1, 257
June.....	289	346	357	192	474	1, 259	1, 258
July.....	288	349	357	197	478	1, 268	1, 219
August.....	288	351	365	199	472	1, 276	1, 208
September.....	291	360	371	199	494	1, 293	1, 327
October.....	297	367	380	191	494	1, 315	1, 352
November.....	295	367	381	187	496	1, 316	1, 331
December.....	292	372	382	187	499	1, 324	1, 391
Average.....	287	347	362	187	474	1, 271	1, 283
1940							
January.....	275	354	359	182	479	1, 284	1, 335
February.....	274	352	355	180	474	1, 282	1, 328
March.....	280	352	363	178	482	1, 270	1, 340
April.....	285	350	358	180	486	1, 259	1, 339
May.....	291	354	357	184	491	1, 265	1, 348
June.....	293	357	354	185	499	1, 277	1, 341
July.....	293	356	353	193	507	1, 303	1, 283
August.....	293	358	360	198	518	1, 321	1, 319
September.....	296	363	373	200	529	1, 349	1, 420
October.....	307	367	403	187	529	1, 382	1, 467

Employees in nonagricultural establishments, by States—Continued

[In thousands]

	Kansas	Ken- tucky	Louisi- ana	Maine	Mary- land	Massa- chusetts	Michi- gan
1940							
November.....	312	365	435	185	540	1, 410	1, 483
December.....	319	377	442	188	553	1, 445	1, 508
Average.....	293	359	376	187	507	1, 321	1, 376
1941							
January.....	308	370	425	185	544	1, 466	1, 467

	Minne- sota	Missis- sippi	Missouri	Mon- tana	Ne- braska	Nevada	New Hamp- shire
1937							
July.....	536	188	795	124	211	31	134
August.....	544	186	794	122	210	32	136
September.....	544	192	795	120	210	32	134
October.....	533	189	788	119	209	31	126
November.....	515	184	768	112	203	30	119
December.....	506	177	762	106	200	29	119
1938							
January.....	475	167	727	100	192	27	118
February.....	470	167	728	97	188	26	118
March.....	473	169	734	96	188	26	117
April.....	488	168	738	99	191	27	118
May.....	490	164	729	100	193	28	120
June.....	496	166	726	99	195	28	121
July.....	504	170	732	101	196	29	125
August.....	509	173	736	102	196	29	130
September.....	512	179	747	102	200	29	131
October.....	501	177	744	104	200	28	127
November.....	497	173	741	105	197	28	122
December.....	498	174	752	105	195	28	124
Average.....	493	171	736	101	194	28	123
1939							
January.....	475	170	731	102	188	27	124
February.....	475	173	733	100	187	27	124
March.....	481	175	740	100	190	28	122
April.....	497	177	747	104	194	29	121
May.....	512	175	747	108	199	30	123
June.....	525	179	755	111	202	31	126
July.....	529	182	760	113	202	32	131
August.....	535	186	757	115	202	32	132
September.....	542	191	775	114	205	32	132
October.....	535	194	774	116	206	32	129
November.....	529	189	767	115	201	32	128
December.....	529	186	777	113	198	31	127
Average.....	514	181	755	109	198	30	127
1940							
January.....	496	171	743	105	189	30	123
February.....	487	174	742	103	187	29	123
March.....	493	178	756	105	190	30	120
April.....	501	179	756	107	193	31	121
May.....	516	178	760	110	198	33	124
June.....	527	176	764	114	201	33	127
July.....	533	177	758	115	201	34	134
August.....	536	177	759	116	200	34	135
September.....	546	183	779	115	201	35	135
October.....	536	196	782	115	203	34	131
November.....	536	199	778	114	199	33	130
December.....	537	204	795	113	201	33	133
Average.....	520	183	764	111	197	32	128
1941							
January.....	509	199	767	110	192	32	130

Employees in nonagricultural establishments, by States—Continued

[In thousands]

	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma
1937							
July	1, 144	73	3, 966	560	80	1, 879	318
August	1, 151	72	4, 007	588	79	1, 879	316
September	1, 150	72	4, 076	598	78	1, 899	315
October	1, 134	72	4, 037	585	77	1, 892	312
November	1, 114	70	3, 933	570	75	1, 820	307
December	1, 098	69	3, 883	553	74	1, 775	306
1938							
January	1, 038	66	3, 690	529	71	1, 634	294
February	1, 037	65	3, 671	526	70	1, 616	290
March	1, 034	66	3, 681	529	70	1, 606	289
April	1, 043	67	3, 696	529	72	1, 608	291
May	1, 033	66	3, 651	518	73	1, 576	291
June	1, 034	67	3, 642	516	75	1, 561	291
July	1, 035	67	3, 635	516	76	1, 551	291
August	1, 051	68	3, 689	548	77	1, 570	289
September	1, 062	68	3, 784	564	79	1, 607	291
October	1, 051	69	3, 770	564	77	1, 617	290
November	1, 054	69	3, 739	564	75	1, 627	288
December	1, 064	68	3, 779	563	74	1, 658	290
Average	1, 045	67	3, 702	539	74	1, 603	290
1939							
January	1, 038	66	3, 672	546	72	1, 603	280
February	1, 046	66	3, 686	545	71	1, 609	281
March	1, 059	67	3, 728	555	72	1, 633	286
April	1, 067	68	3, 772	561	73	1, 633	290
May	1, 078	69	3, 793	555	75	1, 647	292
June	1, 093	69	3, 818	554	77	1, 677	294
July	1, 089	71	3, 798	555	78	1, 674	295
August	1, 105	72	3, 822	591	78	1, 690	291
September	1, 126	72	3, 908	604	80	1, 737	295
October	1, 141	71	3, 911	605	78	1, 768	294
November	1, 145	70	3, 896	601	76	1, 772	293
December	1, 149	70	3, 928	601	75	1, 789	292
Average	1, 095	69	3, 811	573	75	1, 686	290
1940							
January	1, 098	68	3, 780	580	71	1, 706	278
February	1, 096	67	3, 777	573	71	1, 700	276
March	1, 108	68	3, 801	572	71	1, 709	282
April	1, 103	70	3, 787	569	72	1, 705	283
May	1, 116	72	3, 838	564	74	1, 724	285
June	1, 130	73	3, 863	562	76	1, 749	286
July	1, 140	72	3, 839	560	77	1, 750	286
August	1, 166	71	3, 881	595	78	1, 775	286
September	1, 197	71	3, 943	611	78	1, 809	291
October	1, 195	72	3, 944	621	77	1, 835	295
November	1, 193	71	3, 954	623	76	1, 840	294
December	1, 216	72	4, 011	638	75	1, 878	298
Average	1, 146	71	3, 868	589	75	1, 765	287
1941							
January	1, 189	69	3, 895	617	73	1, 835	288

Employees in nonagriculture establishments, by States—Continued

[In thousands]

	Oregon	Penn- sylvania	Rhode Island	South Carolina	South Dakota	Tennessee	Texas
1937							
July.....	251	2, 794	231	271	85	437	1, 014
August.....	251	2, 800	231	272	84	441	1, 006
September.....	255	2, 837	229	273	83	444	1, 019
October.....	240	2, 834	226	271	83	439	1, 008
November.....	220	2, 759	217	267	81	425	991
December.....	211	2, 688	212	265	79	420	994
1938							
January.....	200	2, 500	199	258	76	397	947
February.....	197	2, 467	199	256	74	395	951
March.....	204	2, 463	198	259	74	397	960
April.....	207	2, 466	199	260	76	402	965
May.....	211	2, 421	200	246	77	400	949
June.....	219	2, 399	198	249	79	399	945
July.....	219	2, 370	202	254	81	396	942
August.....	225	2, 386	206	257	80	405	939
September.....	232	2, 450	213	260	81	413	951
October.....	217	2, 505	219	261	81	412	967
November.....	213	2, 516	224	261	80	416	953
December.....	211	2, 534	228	263	80	420	965
Average.....	213	2, 456	207	257	78	404	953
1939							
January.....	207	2, 434	220	261	76	407	934
February.....	206	2, 451	220	266	75	409	940
March.....	210	2, 459	219	269	75	414	953
April.....	215	2, 379	218	272	78	416	960
May.....	222	2, 423	218	270	80	420	969
June.....	231	2, 498	221	271	82	426	974
July.....	233	2, 491	221	270	82	424	966
August.....	237	2, 512	220	270	82	425	966
September.....	246	2, 552	227	270	83	435	979
October.....	237	2, 658	236	272	84	441	978
November.....	234	2, 684	240	275	83	442	975
December.....	229	2, 714	237	277	81	443	984
Average.....	226	2, 521	225	270	80	425	965
1940							
January.....	218	2, 588	223	276	78	420	944
February.....	217	2, 587	220	276	77	420	943
March.....	222	2, 592	217	275	78	428	965
April.....	224	2, 585	215	274	78	429	963
May.....	234	2, 608	218	273	81	432	983
June.....	246	2, 629	221	270	83	432	982
July.....	244	2, 636	224	273	84	430	983
August.....	250	2, 663	228	277	85	436	988
September.....	256	2, 712	235	287	85	446	1, 009
October.....	245	2, 753	241	293	85	457	1, 022
November.....	238	2, 775	247	296	84	460	1, 048
December.....	243	2, 830	250	305	83	468	1, 077
Average.....	236	2, 663	228	281	82	438	992
1941							
January.....	236	2, 749	242	296	81	455	1, 040

Employees in nonagricultural establishments, by States—Continued

[In thousands]

	Utah	Vermont	Virginia	Washing- ton	West Vir- ginia	Wiscon- sin	Wyo- ming
1937							
July.....	115	76	475	441	390	690	57
August.....	112	76	474	439	390	675	57
September.....	115	74	486	447	394	681	57
October.....	114	73	472	433	391	668	56
November.....	111	70	464	407	382	647	54
December.....	109	69	460	392	371	635	53
1938							
January.....	99	65	437	361	349	594	48
February.....	96	65	441	362	352	586	47
March.....	97	63	442	375	346	587	48
April.....	99	65	445	378	339	592	49
May.....	100	68	441	379	336	586	50
June.....	100	70	443	386	329	588	52
July.....	104	70	443	393	328	606	54
August.....	106	71	448	395	336	599	54
September.....	106	70	458	408	344	598	55
October.....	105	70	462	398	348	595	55
November.....	103	70	457	387	348	590	53
December.....	105	71	461	385	349	590	51
Average.....	102	68	448	384	342	593	51
1939							
January.....	98	68	448	365	341	572	48
February.....	96	67	451	363	342	581	47
March.....	97	68	460	374	345	587	48
April.....	101	69	452	386	260	595	50
May.....	103	73	456	397	303	606	51
June.....	106	75	472	411	354	616	54
July.....	112	75	474	411	353	624	55
August.....	111	74	476	419	356	626	56
September.....	114	74	488	436	361	633	56
October.....	113	74	493	425	376	630	56
November.....	109	74	491	412	379	627	54
December.....	109	73	490	409	380	629	51
Average.....	106	72	471	401	346	610	52
1940							
January.....	100	70	470	390	365	606	47
February.....	99	69	470	389	360	601	47
March.....	101	69	477	397	362	608	47
April.....	103	69	477	403	361	612	49
May.....	106	72	478	411	366	618	51
June.....	110	74	488	420	368	627	53
July.....	117	74	485	426	368	649	54
August.....	116	74	491	434	371	645	55
September.....	118	74	508	446	374	660	55
October.....	113	73	520	438	378	659	54
November.....	112	73	525	435	378	657	52
December.....	113	73	534	440	382	666	53
Average.....	109	72	494	419	369	634	51
1941							
January.....	107	71	519	427	375	648	52

TESTIMONY OF A. F. HINRICHS—Resumed

You will notice from this table that employment in 1939 equaled or exceeded that of 1937 in such States as Georgia, Florida, North Carolina, South Carolina, and Virginia—States which had shown an underlying growth curve in manufacturing industries between 1929 and 1937. On the other hand, most States had less employment in 1939 than in 1937.

Superimposed on these underlying trends has been the expansion called for by the defense program. Nonagricultural employment in January 1941 was higher than it has ever been at that time of the year. It totaled 36,343,000, and was 1,868,000 greater than in January 1940,

about 2,000,000 higher than in January 1937, and a million greater than in January 1929. In most industries employment was greater in January 1941 than in January 1940, and in general was higher than it had been in 1937.

For a more detailed discussion, I submit for the consideration of the committee an analysis of the employment situation which I presented a few days ago to the conference on in-plant training called by Mr. Knudsen. In that analysis I pointed out that it was particularly in the durable goods manufacturing industries and in the construction industry that the defense program had affected employment.

(The statement above referred to is as follows:)

STATEMENT BY A. F. HINRICHS, ACTING COMMISSIONER, UNITED STATES BUREAU OF LABOR STATISTICS

EMPLOYMENT TRENDS AND DEFENSE LABOR REQUIREMENTS

The Bureau of Labor Statistics has two jobs in connection with employment in defense industries. The first is to measure accurately the changes in employment that are taking place and to interpret the facts promptly. It is from this record, maintained over many years through the cooperation of thousands of reporting employers, that we see in perspective the recent demands that have been made on the labor market.

In 1937 an average of 35,560,000 persons were engaged in nonagricultural employments. In January 1940, though employment was greater than in 1938 or 1939, the total was still only 34,475,000. In these figures we see one of the essential relationships of employment to the defense program in 1940. Throughout most of that year, and for most industries, employment was climbing back to earlier peak levels. By and large, it is fair to assume that most employers were rehiring men and women who had had recent experience in occupations similar to those in which they were to be hired in 1940.

By the late fall of 1940 this condition no longer held. In plant after plant, and industry after industry, employment in the closing months of the year reached new high levels. By January 1941 nonagricultural employment totaled 36,343,000, an increase of 1,868,000 over the year. This is the highest January total on record.

Most of this increase occurred in manufacturing and construction. Thus there was an increase from January 1940 to January 1941 of 781,000 among wage and salaried workers in manufacturing and 606,000 in construction. The Government establishment—exclusive of men in military service but including the civilian employees of the Army and Navy, as well as other defense agencies—had increased 227,000. Smaller increases occurred in trade (125,000); in transportation and public utilities (75,000); and in financial and service establishments (62,000). As a further draft on the labor market we need to note an increase of 523,000 in the armed forces. Essentially, therefore, during 1940 there was a direct draft on the reservoir of unused manpower involving 2,300,000 people.

So far the job of industrial expansion has been relatively easy. Consider as an example, the dramatic rise in steel production. Monthly ingot output increased from just under 4,000,000 tons in April 1940 to nearly 6,500,000 tons in October. This feat was essentially a matter of organizing existing resources to meet a huge increase in orders. On earlier occasions with less available capacity we had produced nearly 6,000,000 tons monthly.

I cite this only because it is so clear a case of merely putting resources back to work. In the case of labor also we have been generally engaged in putting our resources to work. In industry after industry, for months on end, employment was merely climbing back to levels that had been achieved in 1937.

DEVELOPMENT OF NEW RESOURCES

From now on we must expect fundamental expansion through the development of new resources. The period in which we need merely to put fully developed resources to work is nearly finished. In January and February of this year more people have been employed than have ever before been employed at this time of year—and this without counting those in our military forces. The number is nearly 2,000,000 greater than in January 1937 and 1,000,000 greater

than in January 1929. Increasingly from now on the expansion of the defense program involves an underlying expansion of our resources, both of plant and of trained workers.

It is of course an exaggeration to imply that the defense effort to date has involved merely pulling idle resources into use. One of the characteristics of defense activity is that it gives rise to an extraordinarily concentrated demand for special types of labor, of raw materials, and of equipment. So, for example, the employment of wage earners in the manufacture of durable goods increased more than 18 percent from January 1940 to January 1941, an aggregate increase of 701,000 workers. This is now well above the highest level ever before reached. On the other hand, employment in the manufacture of nondurable goods—food, clothing, tobacco, paper and printing, chemicals and petroleum, rubber goods—increased only 2.7 percent. In practically every one of the durable-goods industries that the Department follows each month, employment in January 1941 was greater than in January 1940. (The one exception was the cutting, shaping, and finishing of marble, granite, slate, etc.). Among the non-durable-goods industries there are about 20 with employment in January 1941 at about the same or at lower levels than in January 1940, including such industries as silk and rayon, leather, boots and shoes, flour milling, and petroleum refining.

EXTRAORDINARY EXPANSION

Even this does not tell the whole story of the concentrated character of the defense demand for labor. Among the durable-goods industries there are 15 in which employment increased more than 20 percent over the year. The relationship of most of them to defense and construction is obvious: Foundries and machine shops; stoves; steam and hot-water heating equipment; aluminum; small tools (tools, not including edge tools, machine tools, files, and saws); forgings; brass, bronze, and copper products; electrical machinery; structural and ornamental iron work; and railroad cars. In all of these industries employment increased by 20 to 30 percent or more. Five industries, however, had an extraordinary expansion: Machine tools, increasing 45 percent; locomotives, shipbuilding, and engines and turbines, all increasing by nearly 75 percent; and finally aircraft, with an increase of 121 percent over the year.

Among the non-durable-goods industries there is just one significant case of an employment increase of as much as 20 percent and it is an obvious one—explosives. The increase in this case is 45 percent.

Even among these defense industries there have been a number that so far have been going through a recovery phase. Several have not yet reached 1937 peak levels of employment—railroad cars, locomotives, and stoves. For most of them the recovery phase as regards employment ended at the close of the year—foundries and machine shops, forgings, electrical machinery, structural and ornamental metalwork, steam and hot-water-heating apparatus.

Of the durable-goods industries that added 20 to 30 percent to their employment from January 1940 to January 1941, only aluminum, brass, bronze and copper products, and small tools were above 1937 peak levels for a substantial part of 1940.

The brunt of the pressure, almost up to the present time, has been borne by three or four industries: Machine tools, shipbuilding, aircraft, and aero-engines. While the need for additional trained workers was apparent in these industries even before the defense program was launched last summer, it is obvious that most other large industries experienced incidental rather than major difficulties in recruiting labor during the first 6 months of the program. To a large extent they could find persons with comparatively recent work experience in their own industry and could even draw extensively upon people previously employed in their plants.

In absolute numbers machine tools, shipbuilding, and the airplane program made comparatively small drafts on the labor market. These have been small industries in comparison with the great industrial giants such as steel and automobiles. A large percentage expansion in these industries did not involve draining the labor market. Thus in these industries alone employment increased from about 234,000 in January 1940 to about 424,000 in January 1941, a total increase of about 190,000. Durable-goods employment as a whole increased by about 700,000. Indeed the recovery of peak levels of employment in foundries and machine shops and in establishments manufacturing electrical machinery, involved reemploying or adding 143,000 workers—more than were added by machine tools, engines, and aircraft in combination. Under these conditions most employers in the durable-goods field could share the labor market with rapidly expanding war industries without encountering undue difficulty in hiring capable

and experienced workers. From this point out, however, there is going to be no easy means of achieving the further expansion of employment that is called for in the durable-goods industries.

FORECAST OF LABOR REQUIREMENTS

The first task of the Bureau of Labor Statistics has been to measure the changes in actual employment. Our second is to forecast the labor requirements of the defense program.

As early as last July the Bureau of Labor Statistics made over-all estimates of the magnitude of the job that was indicated by the defense appropriation bills. They showed the need for clear thinking in terms of a broad training program. For purposes of such over-all estimation it may be assumed that each dollar expended for defense orders requires an hour's labor distributed in plants of final assembly, in fabricating parts and materials, in the extraction of raw materials, and in transporting these goods. Since the dollar also pays for the use of capital facilities all along the line, this is not to say that labor averages a dollar an hour. But for every billion dollars that is spent in a year, nearly half a million workers must be employed.

Over-all figures of employment increases have an extremely limited usefulness. To provide a basis for administrative decisions you must have estimates of defense labor requirements in specific terms—in terms of the time and place at which men and women with particular skills are going to be demanded. How many of what kind of workers will you want? Where and when?

Such a job was done by the Bureau last fall for the Army and Navy Munitions Board, indicating, with reference to the draft, occupations which have significance in the national-defense program. The report, which covers 760 occupations, from accountants (cost) to yardmasters (railroad), grades them by the period of training required and by the relative adequacy of the supply.

This classification has merely to do with the protection of the labor supply against depletion through the draft. More specific studies of labor requirements have been made for each of seven industries: Building construction; shipbuilding; aircraft; aero-engines; machine tools; electrical machinery; brass, bronze, and copper products. In these studies we aim first of all to pool the anticipated requirements of leading producers in order that each may see what the impact of their collective labor needs is likely to be.

MANUFACTURERS' ESTIMATES ASKED

This pooling of expectations is necessary to sound planning by individual producers. The manufacturer with firm contracts in hand knows his own needs better than anyone else in the world can know them. We ask him for his best estimate of his needs, and from his reply and those of others build an over-all estimate. This is needed because the labor reservoir, on which each expects to draw, is adequate to the individual needs of most individual employers. It is the size of the collective draft that indicates that labor is going to be one of our most precious resources—that indicates that, by and large, over the next 12 months workers already trained will not be easily available to the man who has not produced his own quota of trained workers in the fabricating end of the metal trades.

Manufacturers of brass, bronze, and copper products, for example, expect to employ more than 20,000 additional wage and salaried workers in 1941. In January 1941, 112,000 wage-earners were employed in this industry. According to the results of a survey conducted by the Bureau of Labor Statistics, employment is expected to increase to 130,800 wage earners in December, an increase of 17 percent. In addition, the plants will require 200 more engineers, 200 draftsmen, 1,000 chemists, and 100 other salaried workers. The estimated number of additional wage earners to be hired during the year includes 5,800 skilled, 7,400 semiskilled, and 5,600 unskilled workers.

The above estimates are based upon reports received from 51 plants employing 63,000 wage earners in January, or 56 percent of the estimated total for the industry. Predictions of expansion during the year were general throughout the reporting establishments. Only one of the plants reported no anticipated increase in employment during the coming year. The estimate does not include any allowance for employment in plants not now in existence, and hence probably errs on the side of conservatism.

Estimated labor force in the brass, bronze, and copper products industry in 1941

WAGE EARNERS

1941	Total		Skilled		Semiskilled		Unskilled	
	Index	Estimated total	Index	Estimated total	Index	Estimated total	Index	Estimated total
January.....	100.0	112,000	100.0	34,000	100.0	37,700	100.0	40,300
June.....	106.8	119,600	107.3	36,500	109.8	41,400	103.6	41,700
December.....	116.8	130,800	117.2	39,800	119.6	45,100	113.8	45,900

SALARIED EMPLOYEES

1941	Engineers		Draftsmen		Chemists		Other salaried	
	Index	Estimated total	Index	Estimated total	Index	Estimated total	Index	Estimated total
January.....	100.0	1,100	100.0	900	100.0	10,700	100.0	700
June.....	108.4	1,200	107.0	1,000	104.4	11,200	106.9	700
December.....	113.8	1,300	114.2	1,100	108.5	11,700	113.1	800

Any individual manufacturer of brass products, if his demands alone were to be considered, could easily cover his needs. Even the industry demand for 20,000 or more workers is not large. But manufacturers of electrical machinery, apparatus and supplies are also going to be in the market for large numbers of workers. Reports from the electrical machinery industry indicate an increase of 63,100 wage earners, 900 engineers, 1,200 draftsmen, 100 chemists, and 4,000 other salaried workers. This is a total of nearly 70,000 persons to be hired. The wage force will expand by 22 percent between January and December 1941, and the industry will need 23,000 skilled workers, 26,800 semiskilled, and 13,300 unskilled. More than four-fifths of the 108 reporting establishments expected to increase their employment. The reporting group employs 55 percent of the total number of wage earners in the industry.

Estimated labor force in the electrical machinery, apparatus and supplies industry in 1941

WAGE EARNERS

1941	Total		Skilled		Semiskilled		Unskilled	
	Index	Estimated total	Index	Estimated total	Index	Estimated total	Index	Estimated total
January.....	100.0	288,500	100.0	77,700	100.0	128,000	100.0	82,800
June.....	111.9	322,800	114.1	88,700	112.6	144,100	108.7	90,000
December.....	121.9	351,600	129.6	100,700	120.9	154,800	116.1	96,100

SALARIED EMPLOYEES

1941	Engineers		Draftsmen		Chemists		Other salaried	
	Index	Estimated total	Index	Estimated total	Index	Estimated total	Index	Estimated total
January.....	100.0	8,800	100.0	7,400	100.0	700	100.0	50,400
June.....	106.0	9,300	109.4	8,100	108.1	760	106.3	53,600
December.....	109.9	9,700	115.6	8,600	115.4	800	107.9	54,400

Machine-tool establishments expect to increase their employment from 80,200 wage earners in January 1941 to 102,800 by December, an increase of 28 percent. They will need 300 additional engineers and 500 more draftsmen and expect to hire 1,800 other salaried workers. This is a total increase of about 25,000 wage

and salaried workers. The estimated increase in wage earners will bring the total number by December to a level more than twice as high as the earlier peak reached in 1937. Individual establishments estimate their increased labor needs as high as 75 percent. All but 2 of the 24 reporting establishments predict increased employment in 1941. The reporting establishments on which estimates for this industry are based employ about 30 percent of the workers in the industry.

Particularly noteworthy is the extremely high proportion of skilled workers that will be required. Of the 22,600 additional wage earners demanded, 16,000 are skilled, 4,000 semiskilled, and only 2,600 unskilled.

Estimated labor force in the machine-tool industry in 1941

WAGE EARNERS

1941	Total		Skilled		Semiskilled		Unskilled	
	Index	Estimated total	Index	Estimated total	Index	Estimated total	Index	Estimated total
January	100.0	80,200	100.0	54,800	100.0	13,600	100.0	11,800
June	115.7	92,800	116.1	63,600	117.6	16,000	111.8	13,200
December	128.3	102,800	129.3	70,800	129.2	17,600	122.4	14,400

SALARIED EMPLOYEES

1941	Engineers		Draftsmen		Other salaried	
	Index	Estimated total	Index	Estimated total	Index	Estimated total
January	100.0	1,100	100.0	1,900	100.0	9,900
June	124.4	1,300	118.3	2,200	110.2	10,900
December	134.9	1,400	129.8	2,400	118.7	11,700

We have in process studies for additional industries and plan in April to make similar studies for 20 defense areas with over 75 percent of the primary defense contracts. In the case of industry studies we make inquiry of all leading producers in the industry asking them to forecast their needs 3 months, 6 months, and 12 months ahead. In the defense areas we shall not limit ourselves to defense industries but shall determine the collective demand for all leading producers over the next 12 months. A pilot study for Hartford is nearing completion.

These studies can never be regarded as done, once and for all. We shall revise the estimates quarterly and extend them into the future. Nor are the studies intended to yield results that are more than good approximations. In the 3 industries that I have summarized, however, we can foresee an increase in employment of roughly 20 percent or more in 1941—or of about 105,000 wage earners, of whom nearly 45,000 will be in occupations that are regarded in the industry as skilled.

These industries are by no manner of means all that will expand by virtue of the defense effort. They serve, however, to illustrate the expansion in industries that underlies the defense program proper. Remember that this expansion is going to have to be achieved in a labor market in which more workers already are employed in heavy industries than have ever before been employed.

STUDIES OF AIRCRAFT AND SHIPBUILDING

Against this background, we can visualize better the problem of the two industries that are under maximum pressure—aircraft and shipbuilding. For these industries, the Bureau of Labor Statistics has completed more detailed studies, showing by particular occupations and areas the labor required to complete contracts already let. Both of these studies, made to reflect conditions in the closing days of 1940, are in process of revision. The revisions will all lead to greater indicated labor demands, but the problem was grave enough last December.

When our estimate for aircraft employment was first made in the late fall, we estimated that in October 203,600 workers were engaged in making airframes, engines, and propellers (in plants of final assembly and at subcontractors). By August 1941, 455,500 workers were going to be needed to complete contracts

already let in October 1940. In other words the industry had undertaken a schedule requiring the hiring and training of a quarter of a million workers in 10 months. This is a rate of growth of 8.4 percent compounded each month from October 1940 to August 1941.

This rate of increase is almost unprecedented in the industry. * * *

Our best estimate now is that total employment will reach 520,000 in October 1941. But even the earlier study showed a need for 13,100 sheet metal bench hands, 12,800 metal bench hands and bench mechanics, 7,500 machinists, 4,500 inspectors, 3,600 tool makers, among the 68,600 skilled workers required by airplane plants.

Employment on the shipbuilding program can be projected further than for the other lines of production I have described. None the less, since the other estimates have run to the end of 1941, we may indicate an expansion of about 150,000 for the year in shipyards on the construction of United States Government vessels contracted for by November 1940.

Thus these selected defense industries—by no manner of means all of them—will require the addition of more than half a million workers in 1941. Nor does this make any substantial allowance for an increase in employment in the extraction and fabrication of raw materials and semifinished products needed to produce these goods. The increase in these selected industries alone is nearly three-quarters as great as the whole increase in durable goods manufacture in 1940.

SHIPBUILDING PEAK IN NOVEMBER 1942

The shipbuilding program under contract last November will not reach a peak of employment until November 1942. In November 1940 there were 127,000 in navy yards and private yards at work on the construction of United States Government vessels. By June 1942 there should be 380,000 and by November of that year 388,000.

This increase of nearly a quarter of a million workers between November 1940 and June 1942 represents a compounded monthly increase of 5.9 percent. The average monthly rate from September 1938 to November 1940 was 4.8 percent.

In this case it is the absolute growth rather than the rate that seems staggering. This can be better shown in another chart that indicates a trebling of employment in the next 2 years.

What this means in terms of monthly increases is shown in a third chart. The cross hatched bars on the left show that increases of 10,000 workers occurred in September and again in November. These were the largest increases made in recent years. Such increases must be made in all but 2 months from now until June 1942 to meet the schedule. Much larger increases are called for in 5 months.

Here again we know the occupational requirements. For example, 450 angle-smiths, 850 blacksmiths, 1,580 boilermakers, 1,890 coppersmiths, 6,660 calkers and chippers, 9,300 electricians, 31,000 machinists. Among the machinists it is going to be necessary to find 17,500 for the North Atlantic yards, 4,600 for the South Atlantic, 1,000 on the Gulf, 500 on the Great Lakes, and 3,500 on the Pacific coast. It is a concentrated demand—concentrated both occupationally and geographically.

Labor demands can be forecast with rough accuracy. The ability to meet the demand cannot be. It depends in the first place upon the number of skilled workers unemployed. We know from the figures of the United States Employment Service that this reserve will not cover the need for workers already skilled in the metal industries that are expanding. For example, there were not enough boring mill and machine operators, machine shop inspectors, or planer operators registered with the United States Employment Service at the close of 1940 to meet the 1941 needs of the machine-tool industry alone. This industry alone would require almost all the machine shop electricians, gear cutters, lathe and screw-machine operators, and milling machine shapers and operators registered with the United States Employment Service.

Our ability to meet the demand depends further upon the number of workers whose skills are underemployed—upon the number of machinists on assembly lines in automobile plants, for example, or who are self-employed as storekeepers. We know that this has been an important source of supply for shipyards—more

important than the ranks of the unemployed. We do not know how many there are, and, of these, how many we can induce to transfer to work at their craft in defense work. There are signs that this is an easily exhausted reservoir.

Our ability to meet the demand for skilled labor depends not only on the numbers unemployed and underemployed but depends even more fundamentally upon what employers do. How rapidly will hiring standards be relaxed? To what extent, for example, are employers in nondefense industries going to bar aliens with needed skills? Today in many areas there are skilled workers who cannot be placed because of the spreading tendency to demand citizenship in all employments. To what extent are employers generally going to train new workers and upgrade workers within the plant and between industries? To what extent are the nonessential industries going to be forced by conditions in the labor market to do training?

The problem is large enough so that our success may well depend upon the extent to which our resources of skilled workers can be spread more or less evenly over industry as well as within a plant or company. The latter process is going on widely. Dilution of the labor force within plants is general. Large companies building plants in new localities are manning them with a skeleton force from the old established location. I know of few cases in which plants or industries have been manned by drawing in an orderly manner on industries with a high proportion of skilled workers. Some cases do exist. Pirating merely makes the problem worse by increasing the "float"; by building up the total of potential man-hours lost through disorganized labor turn-over.

Finally, our problem depends upon the capacity of management itself. Every effort to economize skilled labor puts a further burden on management. When the time comes that labor generally is scarce and must be conserved—not merely skilled labor but man-hours as such—the volume of our output will depend upon the quality of management. Management, even more than skilled production workers, is the ultimate labor bottleneck. It is in this connection that we shall suffer because of an absence of training programs in industry that would have developed an adequate supply of fully qualified journeymen ready to take over in junior supervisory posts.

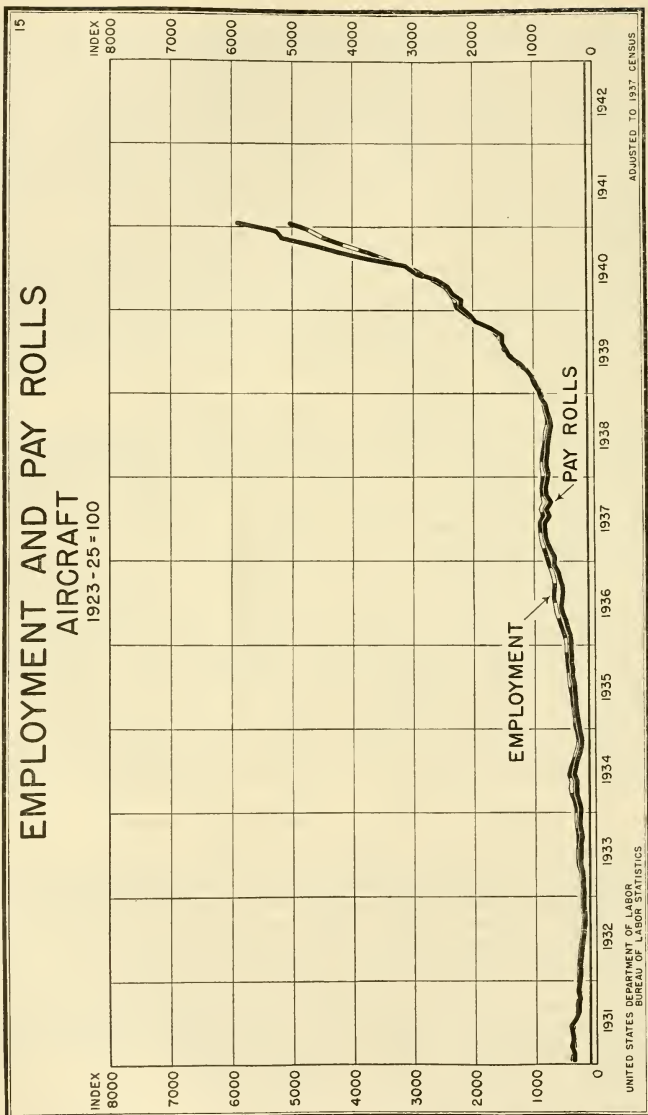
Our problem is tremendous. The difficulties, however, are not insuperable. The ranks of the unemployed will furnish adequate numbers of unskilled workers and of workers available for training in semiskilled jobs. Some skilled workers still can be drawn for work in the metal trades from the ranks of the unemployed. Even more can be found as workers now employed outside of their crafts. In many cases they may require retraining. But training programs throughout the heavy industries—training programs that run all the way from teaching simple semiskilled machine operations to the development of journeymen fully qualified through apprenticeships—are essential to meet the needs of national defense.

Foresight and time are of the essence. The Bureau of Labor Statistics with your cooperation will furnish you with the best estimates that can be made of labor requirements. We have lost too much time already, but some time still remains. Whether or not the job is done depends essentially upon you and you alone.

TESTIMONY OF A. F. HINRICHS—Resumed

The effect of the defense program on employment has been a concentrated one. There were some 15 of the durable-goods industries in which employment in January 1941 was 20 percent or more above the levels of January 1940. Only one of the nondurable-goods industries—explosives—showed an increase of this sort. Five of the durable-goods industries showed an employment increase of more than 45 percent—machine tools; shipbuilding; locomotives; engines, turbines, and so forth; and aircraft. As may be seen from this chart, employment in airplane factories more than doubled in 1939 and again doubled itself in 1940. The present program calls for a threefold expansion of employment in this industry in 1941.

(The chart above referred to is as follows:)



There has also been an uneven geographical distribution of the employment created by the defense program among the various parts of the United States. Thus, if I may refer again to the tables of non-agricultural employment by States, you will notice that in Colorado, for example, employment in 1940 tended to run below the peak levels of 1937, whereas in Connecticut employment has been consistently above the peak levels of 1937 since August of 1940.

I am submitting now a preliminary tabulation, subject to revision but available now for the first time, showing the new plant facilities that are being erected for the defense program. To date these facilities call for the expenditure of more than \$2,300,000,000. This total covers new plants and additions to existing plant facilities financed directly or indirectly by either the United States Government or the British Government. This total includes both certificates of necessity which have been approved and those which have been recommended for approval.

(The tabulation above referred to is as follows:)

Distribution of amounts involved in the expansion of defense plant capacity in major geographical regions as of March 1941

[Preliminary]

Region	Involved in plant expansion for defense		Value of product of manufacturers, census of manufactures, 1939
	Amount	Percent	
			<i>Percent</i>
New England.....	\$168,500,000	7.3	8.6
Middle Atlantic.....	501,600,000	21.8	28.2
North Central.....	791,800,000	34.3	37.6
South Atlantic.....	246,800,000	10.7	9.5
South Central.....	324,900,000	14.1	8.0
Pacific and Mountain.....	183,200,000	8.0	8.1
Unassignable.....	88,700,000	3.8	-----
United States total.....	2,305,500,000	100.0	100.0

Based upon capital assistance rendered to defense establishments by both British and American Governments plus the amounts represented in certificates of necessities recommended and approved.

This tabulation shows that the distribution of funds for new facilities is tending toward a regional decentralization. For example, somewhat less than 22 percent of the new funds are for construction in the Middle Atlantic States, whereas about 28 percent of the manufacturing industry of the country was located in these States in 1939. Similarly, the North Central States, which had about 37.6 percent of the manufactures of the country in 1939, had received only about 34.3 percent of the funds for new plants. The South Central States, on the other hand, had about 8 percent of the manufactures of the country in 1939, and have received 14.1 percent of the funds for new plants. The South Atlantic States have received a slightly higher proportion of the funds for new plants than they had as a share in total manufactures.

It is obvious, therefore, that when we speak of the defense demand as being concentrated, we do not imply that the regional concentration of defense business is substantially more marked than is

manufacturing activity generally. The concentration of defense business is rather a concentration in certain specific lines of production and a concentration within localities.

AIRPLANE AND SHIPBUILDING INDUSTRIES

The largest increases in employment that are expected this next year will occur in connection with the airplane and shipbuilding programs. Both of these are going to give rise to geographically concentrated demands for labor. There is a marked tendency, particularly in the aircraft industry, to develop new producing centers. New plants are being developed in the interior; but these plants will be large and the demand for employment will be concentrated in relatively few centers.

In connection with both the airplane and shipbuilding program, I am submitting for the committee's consideration reports of estimated labor requirements that have been prepared by the Bureau of Labor Statistics. The first deals with labor requirements estimated for the aircraft industry under the national-defense program. I call attention particularly to chart 4 in that report, which I am now exhibiting. (See p. 4461.) This shows graphically the geographical distribution of the employment to be created, with extreme concentration in New York and Connecticut, Maryland, southern California, and the Pacific Northwest, with a further expansion projected in Buffalo, Cincinnati, Detroit, Indianapolis, St. Louis, and Wichita. A similar discussion of the geographical concentration of the labor requirements of the shipbuilding industry under the national-defense program is contained in the second report which I am submitting.

(The statements above referred to are as follows:)

LABOR REQUIREMENTS ESTIMATED FOR THE AIRCRAFT INDUSTRY UNDER THE NATIONAL DEFENSE PROGRAM AS OF DECEMBER 19, 1940

(United States Department of Labor, Bureau of Labor Statistics,
Washington, D. C.)

EXPANSION OF THE AIRCRAFT INDUSTRY

Unfilled orders of the aircraft industry are now well over \$3,500,000,000. United States Army contracts have all been awarded, but the Navy has still to contract for some hundreds of the planes which it will buy, and further extensive orders are expected from Great Britain. At the beginning of 1939, backlogs of orders for both air frames and airplane engines were under \$200,000,000. By September 1939, the backlog of the industry, most of which represented orders of Great Britain and France, was about \$400,000,000, whereas on January 1, 1940, the total had risen to \$621,900,000. By January 1, 1941, it is estimated that the total will have increased to over \$3,700,000,000, six times the level of the preceding year.

This enormous backlog of orders has created a number of extremely serious problems, including (1) the necessity for tremendous expansion of manufacturing floor space and equipment, and (2) the necessity of hiring and training requisite personnel.

Governmental assistance for plant construction, expansion, or equipment.—It is estimated that in order to meet the new demand for planes, the aircraft industry will have to more than double its physical plant facilities. While normal orders in themselves are usually sufficient incentive for companies to expand their plants with private funds, the present huge orders are of such magnitude that few companies are in a position to expand independently within the time desired. In consequence, both the French and British Governments, and more lately the

United States Government, have provided a great deal of the money required for plant expansion. The British Government has made capital loans of unstated amounts to Bell, Curtiss-Wright, Douglas, Lockheed, Martin, and Vultee. The United States Government has already advanced some \$182,627,571 for the expansion of the aircraft industry. The recipients of such aid are shown in table 1.

LOCATION OF THE AIRCRAFT INDUSTRY

Air frames.—As shown in the accompanying table (table 2), the major part of the capacity to produce air frames is located along the Pacific coast. It will be noted that approximately 60 percent of the air-frame workers are employed in this area. It is likely, however, that this geographical concentration will not continue for long. Because of the desire of military authorities to locate vital industries in places more easily protected, there is an increased tendency for new factories to be built in the interior of the United States rather than near the seacoasts.

TABLE 1.—*U. S. Government advances to expand aircraft-producing capacity as of Dec. 1, 1940*

Company	Location	Purpose	Amount
Airframes:			
Beech Aircraft Corporation.....	Wichita, Kans.....	Plant expansion...	\$1,775,000
Bell Aircraft Corporation.....	Niagara Falls, N. Y.....	New plant.....	1,015,000
Boeing Aircraft Co.....	Wichita, Kans.....	do.....	3,050,000
Do.....	Seattle, Wash.....	Plant expansion.....	7,544,000
Consolidated Aircraft Corporation.....	San Diego, Calif.....	New plant.....	14,450,000
Curtiss-Wright Corporation.....	Buffalo, N. Y.....	Plant expansion.....	12,730,000
Do.....	Columbus, Ohio.....	New plant.....	10,855,000
Do.....	St. Louis, Mo.....	do.....	11,243,000
Douglas Aircraft Co.....	Long Beach, Calif.....	do.....	11,397,701
Fairchild Aircraft Division, Fairchild Engine & Airplane Corporation.....	Hagerstown, Md.....	Plant expansion...	850,000
Grumman Aircraft Engineering Co.....	Bethpage, Long Island, N. Y.....	do.....	3,500,000
Glenn L. Martin Co.....	Baltimore, Md.....	do.....	19,659,920
Lockheed Aircraft Corporation.....	Burbank, Calif.....	do.....	2,259,385
North American Aviation, Inc.....	Inglewood, Calif.....	do.....	2,400,000
North American Aviation, Inc., of Texas.....	Dallas, Tex.....	New plant.....	2,400,000
Republic Aviation Corporation.....	Farmingdale, Long Island N. Y.....	Plant expansion...	9,796,140
Ryan Aeronautical Co.....	San Diego, Calif.....	do.....	370,630
Stearman Aircraft Division, Boeing Aircraft Co.....	Wichita, Kans.....	do.....	450,000
Stinson Aircraft Division, Vultee Air- craft, Inc.....	Nashville, Tenn.....	do.....	4,340,668
Vought-Sikorsky Aircraft Division, United Aircraft Corporation.....	Stratford, Conn.....	do.....	1,600,000
Vultee Aircraft, Inc.....	Downey, Calif.....	do.....	4,800,000
Engines and propellers:			
Fairchild Engine & Airplane Corpora- tion.....	Farmingdale, Long Island N. Y.....	do.....	982,891
Hamilton Standard Propeller Division of United Aircraft Corporation.....	East Hartford, Conn.....	do.....	1,761,745
Lycoming Division of Aviation Manu- facturing Corporation.....	Williamsport, Pa.....	do.....	1,597,491
Pratt & Whitney Division of United Aircraft Corporation.....	East Hartford, Conn.....	do.....	14,799,000
Wright Aeronautical Corporation.....	Lockland, Ohio.....	New plant.....	37,000,000
Total.....	.....	.....	182,627,571

¹ This does not include about \$70,000,000 in known British assistance and an unknown amount for engine plant expansion to Packard and Ford.

Not included are 2 proposed engine plants to cost a total of \$61,000,000.

Not included are additional airframe building facilities at Omaha and Kansas City. These are up for approval now and will cost a total of \$16,000,000. Two other new plants of unreported size and cost are under consideration.

TABLE 2.—Principal firms producing military planes

Company	Location	Approximate number of employees, Oct. 31, 1940 ¹	Chief type of military production	Backlog of military orders as of Dec. 1, 1940
Pacific region:				
Southern Pacific coast area:				
Consolidated Aircraft Corporation.	San Diego, Calif.	13, 900	Bombers.....	\$300, 000, 000
Douglas Aircraft Co.....	Santa Monica and El Segundo, Calif.	17, 300	do ²	400, 000, 000
Lockheed Aircraft Corporation.	Burbank, Calif....	14, 300	Bombers, pursu- suits. ³	181, 000, 000
North American Aviation.....	Inglewood, Calif.	7, 100	Bombers.....	225, 000, 000
Northrop Aircraft, Inc.....	Hawthorne, Calif.	1, 200	do.....	24, 000, 000
Ryan Aeronautical Co.....	San Diego, Calif.	1, 600	Trainers.....	12, 000, 000
Vega Airplane Co.....	Burbank, Calif.	2, 300	Bombers.....	³ 30, 000, 000
Vultee Aircraft Inc.....	Downey, Calif.	5, 300	Fighters.....	⁴ 95, 000, 000
Northern Pacific coast area: Boeing Aircraft Co.	Seattle, Wash.....	7, 400	Bombers ²	⁵ 203, 000, 000
Atlantic region:				
Long Island area:				
Brewster Aeronautical Corporation.	Long Island City, Long Island.	5, 500	Fighters.....	100, 000, 000
Grumman Aircraft Engineering Co.	Bethpage, Long Island.	1, 600	do.....	20, 000, 000
Republic Aviation Corporation.	Farmingdale, Long Island.	2, 600	Bombers.....	65, 000, 000
United Aircraft Corporation (Vought Sikorsky Division).	Stratford, Conn....	4, 100	Fighters, bombers.	⁶ 430, 000, 000
North Atlantic area:				
Fairchild Aircraft Division...	Hagerstown, Md....	1, 100	Trainers, observation.	15, 000, 000
Glenn L. Martin Co.....	Baltimore, Md.....	14, 500	Bombers.....	322, 000, 000
Canadian border region:				
Buffalo and Niagara Falls area:				
Bell Aircraft Corporation.....	Buffalo, N. Y.....	3, 300	Fighters.....	60, 000, 000
Curtiss-Wright Corporation.....	do.....	8, 900	Fighters, bombers.	⁷ 520, 000, 000
Interior region:				
Eastern interior area: Curtiss-Wright Corporation.				
	Columbus, Ohio...	0	do.....	(⁷)
Middle West area:				
Beech Aircraft Corporation.....	Wichita, Kans.....	1, 700	Trainers.....	22, 000, 000
Cessna Aircraft Co.....	do.....	600	do.....	11, 000, 000
Curtiss-Wright Corporation.....	St. Louis, Mo.....	1, 900	Transports, fighters.	(⁷)
Stearman Aircraft Co.....	Wichita, Kans.....	1, 600	Trainers.....	(⁸)
Southern interior area:				
Spartan Aircraft Co.....	Tulsa, Okla.....	200	do.....	⁸ 2, 000, 000
Vultee Aircraft, Inc. (Stinson aircraft division).	Nashville, Tenn....	700	do.....	(⁹)
Total.....		118, 600		3, 037, 000, 000

¹ Based on aeronautical monthly progress report and semimonthly production report. (Total employees at site of final assembly.)

² Also important producer of commercial transports.

³ As of August 21, 1940

⁴ Includes Vultee aircraft plants at Detroit, Mich.; Nashville, Tenn.; and Downey, Calif.

⁵ Includes Boeing aircraft plants at Seattle, Wash.; Wichita, Kans. (Stearman Aircraft Co.).

⁶ Includes Pratt & Whitney engines, and Hamilton-Standard propellers.

⁷ Includes Curtiss-Wright Corporation plants at Buffalo, N. Y.; St. Louis, Mo.; and Columbus, Ohio; and propeller plants at Clifton and Caldwell, N. J.; and Pittsburgh, Pa., as well as Wright Aeronautical Corporation.

⁸ As of July 10, 1940. Orders for United States only included.

Air engines.—It will appear from the accompanying table (table 3) that the engine industry is concentrated on the eastern seaboard. The present output of engines is derived principally from two plants, one at Paterson, N. J., and the other at East Hartford, Conn. Two smaller plants are located in Pennsylvania, at Williamsport and Pottstown, and another plant on Long Island. There is a small output from southern California. Military motors are now produced in the interior only at Indianapolis. A huge plant to build Wright engines is now under construction in this region at Cincinnati, and it is probable that Studebaker

at South Bend also may enter the engine-manufacturing industry. On the Canadian border, Ford, Packard, and Continental will soon be in large-scale production. There is a possibility that they will soon be joined by Buick.

Propellers.—Propeller manufacturing is also concentrated in the Eastern States. Two companies have propeller plants in Connecticut, New Jersey, and Pennsylvania.

EXPANSION OF MANUFACTURING FLOOR SPACE

Financed by the huge sums advanced by the United States Government, the British Government, and private sources, military aircraft manufacturers have begun to enlarge existing plants and to build new plants. Table 4 shows the present floor space of the principal companies and estimates of the total floor space which will be available in the future. It should be noted that approximately 100 square feet are required per worker for airplanes and approximately 150 square feet for air engine manufacturing.

TABLE 3.—Principal firms producing military engines

Company	Location	Approximate number of employees, Oct. 31, 1940 ¹	Backlog of military orders (as of Dec. 1, 1940)
Pacific region:			
Southern Pacific coast region:			
Kinner Motors, Inc.....	Glendale, Calif.....	100	\$700,000
Menasco Manufacturing Co.....	Los Angeles, Calif....	300	4,000,000
Atlantic region:			
Long Island area:			
Pratt & Whitney Division of United Aircraft Corporation.....	East Hartford, Conn.....	10,900	(²)
Ranger Aircraft Engine Division of Fairchild Engine & Airplane Corporation.....	Farmingdale, Long Island, N. Y.....	400	(³)
North Atlantic area:			
Lycoming Division, Aviation Manufacturing Co.....	Williamsport, Pa.....	800	15,400,000
Jacobs Aircraft Engine Co.....	Pottstown, Pa.....	400	-----
Wright Aeronautical Corporation.....	Paterson, N. J.....	13,100	(⁴)
Canadian border region:			
Wayne-Detroit area:			
Continental Motors Corporation.....	Detroit & Muskegon, Mich.....	900	35,000,000
Ford Motor Co.....	Dearborn, Mich.....	-----	122,323,020
Packard Motor Co.....	Detroit, Mich.....	400	217,000,000
Warner Aircraft Corporation.....	do.....	-----	1,000,000
Interior region:			
Middlewest area:			
Allison Division, General Motors Corporation.....	Indianapolis, Ind....	6,500	100,000,000
Total.....	-----	33,800	495,423,020
Grand total, air frames, engines, and propellers.....	-----	-----	3,532,423,020

¹ Based on Aeronautical Monthly Progress Report and Semimonthly Production Report (total employees at site of final assembly).

² The backlog of Pratt & Whitney is included in United Aircraft Corporation on the air-frame tabulation.

³ The backlog of Ranger Engine Division is included in Fairchild Engine & Airplane Corporation on the air-frame tabulation.

⁴ The backlog of Wright Aeronautical Corporation is included in Curtiss-Wright Corporation on the air-frame tabulation.

TABLE 4.—*Present and future floor space of the principal aircraft factories*

Company	Floor space in square feet		
	Present	Future	Percentage change
Airframes:			
Beech Aircraft Corporation, Wichita, Kans.	173, 250	523, 060	+201. 9
Bell Aircraft Corporation, Buffalo, N. Y.	397, 800	600, 000	+50. 8
Boeing Aircraft Co., Seattle, Wash.	997, 926	2, 039, 000	+104. 3
Brewster Aeronautical Corporation, Long Island City, N. Y.	648, 768	648, 768	
Cessna Aircraft Co., Wichita, Kans.	151, 450	151, 450	(1)
Curtiss-Wright Corporation:			
St. Louis, Mo.	126, 061	1, 200, 000	+851. 9
Buffalo, N. Y.	555, 000	1, 800, 000	+224. 3
Columbus, Ohio		² 1, 200, 000	
Douglas Aircraft Co.:			
El Segundo, Calif.	215, 136	310, 000	+44. 1
Santa Monica, Calif.	1, 190, 000	1, 329, 000	+11. 7
Long Beach, Calif.		1, 422, 350	
Fairchild Engine & Aircraft Corporation, Hagerstown, Md.	97, 136	97, 136	(1)
Grumman Aircraft Engineering Corporation, Bethpage, Long Island, N. Y.	³ 145, 000	² 500, 000	+244. 8
Lockheed Aircraft Corporation, Burbank, Calif.	663, 112	1, 365, 405	+105. 9
The Glenn L. Martin Co., Baltimore, Md.	1, 188, 830	1, 488, 830	+25. 2
North American Aviation, Inc.:			
Inglewood, Calif.	621, 000	1, 400, 000	+125. 4
Dallas, Tex.		² 1, 000, 000	
Northrop Aircraft, Inc., Hawthorne, Calif.	205, 980	527, 530	+156. 1
Republic Aviation Corporation, Farmingdale, Long Island, N. Y.	149, 355	825, 500	+452. 7
Ryan Aeronautical Co., San Diego, Calif.	128, 525	214, 275	+66. 7
Stearman Aircraft Division (Boeing Aircraft Co.), Wichita, Kans.	205, 604	265, 000	+28. 9
Vega Airplane Co., Burbank, Calif.	183, 797	889, 000	+383. 7
Vultee Aircraft, Inc.:			
Nashville, Tenn. (Stinson Aircraft Division)	163, 400	618, 000	+278. 2
Downey, Calif.	647, 300	1, 236, 000	+90. 9
Vought-Sikorsky Division (United Aircraft Corporation), Bridgeport, Conn.	310, 000	520, 000	+67. 7
Total	9, 164, 430	22, 170, 304	+141. 9
Engines:			
Allison Division (General Motors Corporation), Indianapolis, Ind.	450, 000	870, 000	+93. 3
Continental Motors Corporation, Muskegon, Mich.	581, 400	860, 400	+48. 0
Ford Motor Co., Dearborn, Mich.		800, 000	
Jacobs Aircraft Engine Co., Pottstown, Pa.	44, 660	133, 600	+199. 1
Kinner Motors, Inc., Glendale, Calif.	35, 000	40, 000	+14. 3
Lycoming (Aviation Manufacturing Corporation) Division, Williamsport, Pa.	105, 000	380, 000	+261. 9
Menasco Manufacturing Co., Los Angeles, Calif.	51, 825	100, 000	+93. 0
Packard Motor Car Co., Detroit, Mich.	465, 082	1, 059, 438	+127. 8
Ranger Engine Division (Fairchild Engine & Aircraft Corporation), Farmingdale, Long Island, N. Y.	69, 975	94, 901	+35. 6
Pratt & Whitney Division (United Aircraft Corporation), East Hartford, Conn.	1, 055, 773	1, 661, 908	+57. 4
Warner Aircraft Corporation, Detroit, Mich.	8, 400	24, 000	+185. 7
Wright Aeronautical Corporation:			
Paterson, N. J.	2, 100, 000	3, 405, 000	+62. 1
Lockland, Ohio		1, 694, 320	
Total	4, 967, 115	11, 123, 567	+123. 9
Propellers:			
Curtiss-Wright Corporation, New Jersey and Pennsylvania	220, 000	590, 000	+168. 2
Hamilton Standard Division (United Aircraft Corporation), East Hartford, Conn.	178, 720	563, 900	+215. 5
Total	398, 720	1, 153, 900	+189. 4
Grand total, air frames, engines, and propellers	14, 530, 265	34, 447, 771	+137. 1

¹ Unchanged.² New plant.³ In 1939.

FUTURE LABOR REQUIREMENTS

Interest here is focused on the labor aspects of this huge program of plant expansion. To execute contracts for \$3,500,000,000 worth of military aircraft will require an enormously increased labor force.

A number of estimates of future labor requirements have been made. Many are pure guesses, and all are subject to a wide margin of error. The figures presented here are for the most part derived from confidential reports from individual manufacturing companies. The reports of these companies show the number of each model to be made each month and the man-hours of work required to make each model. From these data, we have estimated the man-hours which must be applied each month to fulfill the scheduled operations.

Examinations of the accompanying charts (charts 1 and 2) will show that the present employment in the aircraft industry is at the highest point ever reached. It has risen rapidly and at an almost constant rate for the past 2 years. Notwithstanding this, the industry must be pushed at an even greater rate of increase if the program is to be executed. The magnitude of the expansion required may be seen by contrasting the total employment in the industry in October 1940 with the estimated total employment for August 1941, when according to present commitments of manufacturers, the peak of employment will be attained (table 5). For October of 1940, it is estimated that there were 203,600 workers engaged in making air frames, air engines, and propellers. By August 1941 it is estimated that the number will be 455,500 workers. In other words, if the industry is to be able to deliver according to schedule, it will have to hire and train a quarter of a million new workers by August of 1941.

This expansion may be visualized by translating the increment into monthly terms. If the addition were made in equal monthly increments, it would mean that 25,000 workers would have to be hired each month from October 31 to and including August 31 of next year. On the other hand, if the additions were made at a constant rate of growth, that rate would have to be 8.4 percent compounded each month from October 1940 to August 1941.

The translation may be made on a month-to-month basis of the number of men required to meet commitments for deliveries. This is shown in table 6 and is presented graphically in the accompanying bar chart (chart 3).

Although it has been estimated that the peak of employment will probably be reached during the month of August 1941 with a total of 455,500 in air frame, engine, and propeller plants, this is a very conservative figure. It should be pointed out that certain other groups of workers in the aircraft industry are not included in this total:

TABLE 5.—*Estimated total employment in the aircraft industry (including sub-contractors)*

	Air frames	Engines	Propellers	Total
1940: October.....	136, 400	56, 500	10, 700	203, 600
1941:				
February.....	205, 100	64, 500	14, 700	284, 300
May.....	299, 100	76, 000	18, 200	393, 300
August.....	350, 600	91, 000	13, 900	455, 500
November.....	318, 300	66, 800	13, 500	398, 600
1942: February.....	290, 100	71, 100	13, 500	374, 700

TABLE 6.—*Estimate of number of new workers to be hired by the aircraft industry each month from October 1940 to August 1941*

1940:		1941—Continued.	
November.....	7, 100	May.....	44, 100
December.....	26, 700	June.....	29, 500
1941:		July.....	16, 600
January.....	34, 800	August.....	16, 100
February.....	12, 100		
March.....	32, 900	Total.....	251, 900
April.....	32, 000		

INDEX OF EMPLOYMENT IN THE AIRCRAFT INDUSTRY

BY MONTHS JAN.1932-OCT.1940,AND ESTIMATE FOR AUG.1941

1923-25 = 100

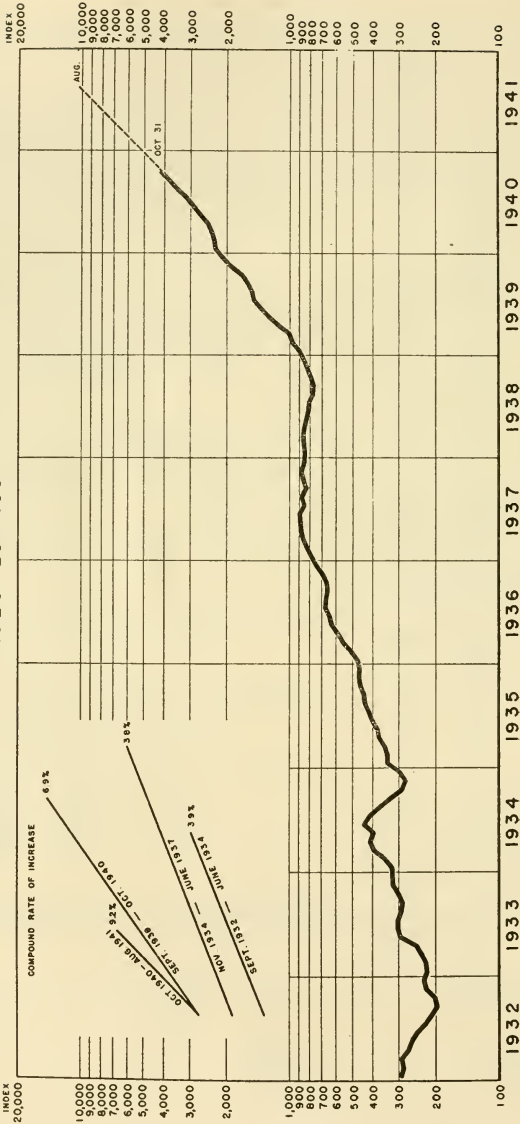
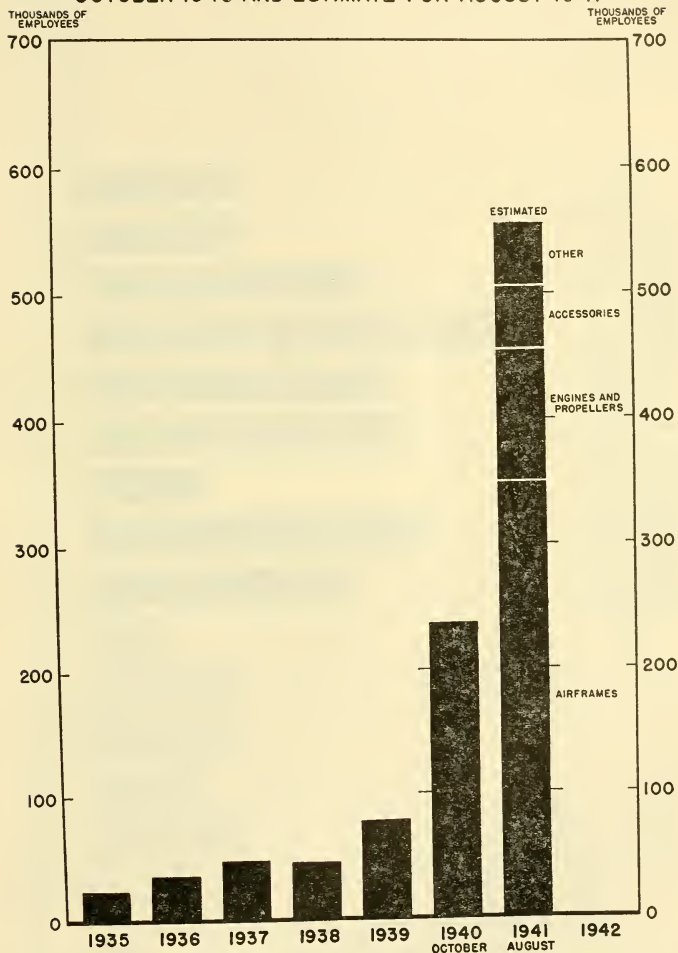


CHART I

TOTAL EMPLOYMENT IN THE AIRCRAFT INDUSTRY

ANNUAL AVERAGES 1935-1939

OCTOBER 1940 AND ESTIMATE FOR AUGUST 1941



UNITED STATES BUREAU OF LABOR STATISTICS

CHART II

AIRCRAFT INDUSTRY

NEW WORKERS NEEDED EACH MONTH TO COMPLETE PRESENT PROGRAM BASED ON COMMITMENTS TO DELIVER

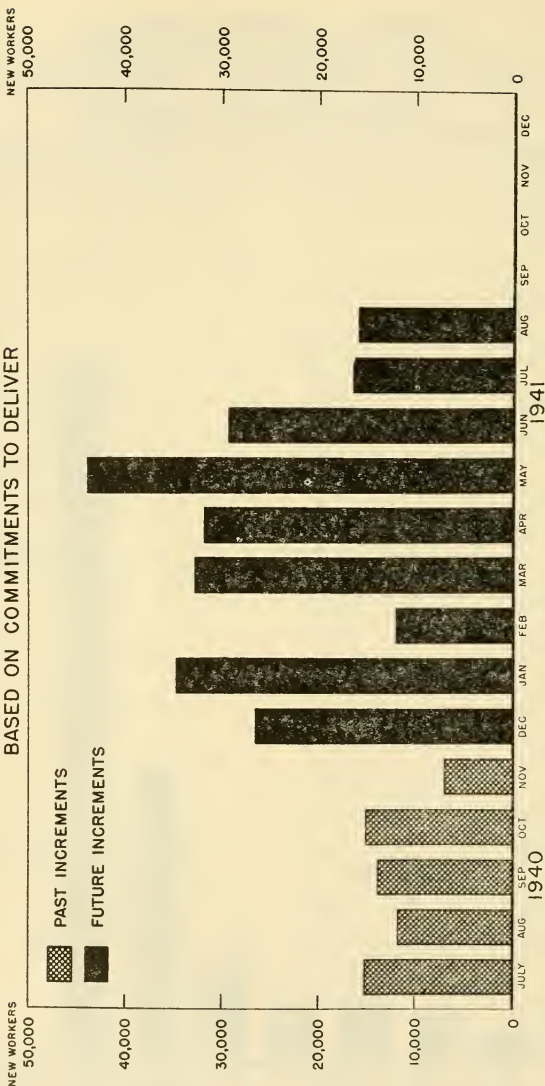


CHART III

(1) Employment at the Philadelphia Naval Aircraft Factory which, it is estimated, will reach 5,000 by August 1941.

(2) Total employment in nonmilitary aircraft and engine factories, such as Piper, Taylorcraft, Waco, Rearwin, Aircooled Motors, and others, which, it may be assumed, will employ 5,000 in August 1941.

(3) Employment in accessory manufacturing. While no complete data are available, it would appear reasonable on the basis of the number of present workers and announced expansion plans to figure on a total of 50,000 by August 1941.

(4) New plants now under construction for which no delivery schedules are at present available. These include Wright Aeronautical Corporation at Lockland, Ohio, and Ford Motor Co., at Dearborn, Mich. At the new Lockland plant, the peak employment, estimated now, will be between 12,000 and 15,000 while Ford (Pratt and Whitney engine division) will employ about 10,000 workers. For this purpose a figure of 25,000 workers in the two plants plus 15,000 others on subcontracting, or a total of 40,000 workers, will be assumed.

This gives a total employment estimate of 555,500 for August 1941.

Potential additions to present program.—The estimates arrived at above are based on the present program only. Because of indications that the United States and Great Britain jointly will order 24,000 more bombers, the parts for which will be made as far as possible with the existing facilities of the automobile industry, this total labor requirement probably will be much below the actual employment.

It is considered probable that 16,000 of the proposed additional planes will be medium two-engine bombers and that 8,000 will be large four-engine bombers. While the standardization of manufacture should normally result in a material saving in labor expended, the haste with which the program will be put into operation and the pressure for deliveries will probably result in no net saving of labor. Earlier talk centered on a 3-year program for these bombers, but now this period has been shortened to 2 years. Assuming that production could be started by midsummer and continue for 2 years, there would be an average of 308,000 workers (based on a 40-hour week) at airframe factories or subassembly plants. With a greater number of hours per week, the number of workers required would be smaller. Under this proposed program, much of the work now done at final assembly plants would be done by subcontractors. If the work were accomplished on a 40-hour week over a 3-year interval, 205,000 workers would be needed.

The 24,000 additional bombers would require the installation of 64,000 high-power engines, with 48,000 engines in reserve, a total of 112,000 engines. If produced in 2 years, an output of about 4,700 engines per month would require about 70,000 workers (based on present working hours). Only 47,000 workers would be required if the program were accomplished in a 3-year period.

To equip 112,000 engines would require at least the same number of propellers, together with a proportionate quantity of accessories, so that perhaps 50,000 more workers (based on present working hours and a 2-year program) would be needed in these branches of the industry.

To further this second program, two new assembly plants are now under consideration—one at Kansas City which will employ 12,000 workers and the other at Omaha which will employ 17,000 workers. The former plant would take the subassemblies or completely assembled sections of medium bombers and the latter similar parts for large bombers. Sites for several other similar plants are now in the process of investigation.

There is a strong probability that 2 new aircraft-engine plants will be approved within the next week. These plants would employ a total of more than 24,000 workers, with additional thousands on subcontracts.

The magnitude of the proposed program is such that many workers now engaged in the manufacture of automobiles for civilian use will necessarily be transferred to aircraft work. To meet the needs of the program, models of bombers and their parts have been delivered to Detroit, and manufacturers of automotive material, from the biggest units to the smallest shops, are bidding upon the pieces that they are best equipped to make.

LOCATION OF NEW JOBS IN THE AIRCRAFT INDUSTRY

It is possible to be fairly definite about the greater part of the quarter of a million of new workers who will have to be added to the industry by August 1941. Seventy-five percent of these, or about 190,000 workers, will be required at the site of final assembly. Table 7 shows the estimates of the total number

of workers needed in plants of final assembly from October 1940 to February 1942, classified according to planes, engines, and propellers and arranged by geographical areas. (See chart 4.) Little can be said at this time of the location or the character of the 61,000 workers who will be required in plants working on subcontracts taken from the original contracting aircraft firms as the identity of these plants is not known. There is knowledge, however, of the percent of the work which each firm contracts out to others. These percentages now range from 1 percent to 32 percent in air frames and from 15 percent to 70 percent in engines. In the future, subcontracting percentages are expected to range from 4 percent to 40 percent in air frames, but in the production of engines no substantial change is anticipated.

TABLE 7.—*Total employees in plants of final assembly, aircraft industry*

	October 1940	February 1941	May 1941	August 1941	November 1941	February 1942
Air frames:						
Total, United States (26 plants)	118, 500	171, 800	242, 100	284, 600	264, 500	242, 800
Pacific coast (10 plants)	70, 300	103, 000	119, 400	124, 600	105, 300	81, 200
Atlantic coast (6 plants)	29, 400	32, 500	62, 400	81, 100	80, 700	81, 300
Canadian border (2 plants)	12, 200	15, 300	24, 700	31, 100	31, 000	31, 000
Interior (8 plants)	6, 600	15, 000	35, 600	47, 800	47, 500	49, 300
Engines:						
Total, United States (11 plants)	33, 900	39, 200	46, 700	55, 800	41, 200	42, 400
Pacific coast (2 plants)	500	400	400	300	300	300
Atlantic coast (5 plants)	25, 600	29, 000	32, 200	33, 500	13, 700	13, 200
Canadian border (3 plants)	1, 300	2, 200	5, 100	11, 900	16, 600	18, 200
Interior (1 plant)	6, 500	7, 600	9, 000	10, 100	10, 600	10, 700
Propellers:						
Total, United States (2 plants)	5, 400	7, 100	8, 500	7, 900	7, 100	7, 100
Atlantic coast (2 plants)	5, 400	7, 100	8, 500	7, 900	7, 100	7, 100
Total, United States	157, 800	218, 100	297, 300	348, 300	312, 500	292, 300

LABOR REQUIREMENTS BY OCCUPATION

Merely to estimate the number of employees which will be required to meet orders for planes is insufficient; it is necessary also to examine the skills which are needed in airplane manufacture. The Bureau of Labor Statistics is now engaged in making studies at the individual plants to determine the number of employees and types of skills which will be required under the present program. Unfortunately these figures are not yet available, and it is necessary to draw upon the findings of surveys previously made.

On the basis of a field study made in June 1939 by the Bureau of Labor Statistics, it is estimated that in the airframe industry skilled workers comprise 41.3 percent of the total; semiskilled 46.5 percent, unskilled 7.7 percent, and others, including clerical, 4.5 percent. In the engine industry 37.4 percent of the workers are skilled, 46.6 are semiskilled, 9.9 percent are unskilled, and 6.1 percent clerical and other.

The August 1941 estimate of 348,300 total employees in plants of final assembly (table 7) represents an increase of 190,500 over the October employment in aircraft factories. On the basis of the Bureau of Labor Statistics survey, it is possible to estimate how many of these additional workers will be needed for each type of occupation and skill. Table 8 presents these estimates for the airframe industry and table 9 presents the corresponding estimates for the engine and propeller industry, both for the United States and by regions. Chart 5 shows the principal occupations in the order of their importance.

It is to be noted that these figures cover labor requirements and do not directly answer the question as to how workers are to be secured. It is to be assumed, for example, that the majority of the 11,300 skilled fuselage, tank, and wing assemblers will be recruited from among persons who are at present semiskilled assemblers. If this method of upgrading is resorted to, the number of workers who will have to be hired directly as skilled assemblers will be reduced by the number upgraded from among the semiskilled assemblers. The number to be hired as semiskilled assemblers would, therefore, have to be correspondingly larger than the 33,700 indicated in table 8.

No attempt has been made in this memorandum to appraise the methods of training which will be used. This is particularly important in understanding the absence of information with reference to apprentices. The development of the

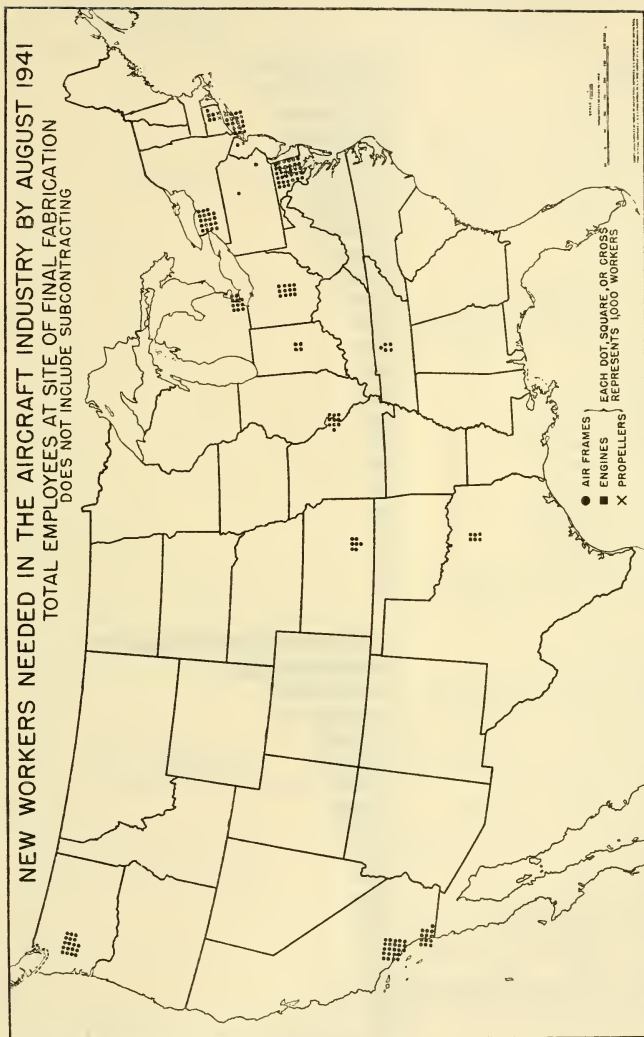


CHART IV

AIRCRAFT INDUSTRY

ADDITIONAL WORKERS NEEDED AT SITE OF FINAL ASSEMBLY
BY AUGUST 1941, BY PRINCIPAL OCCUPATIONS*

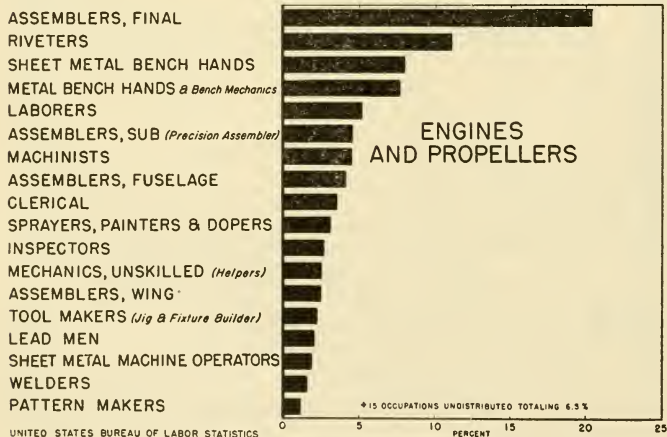
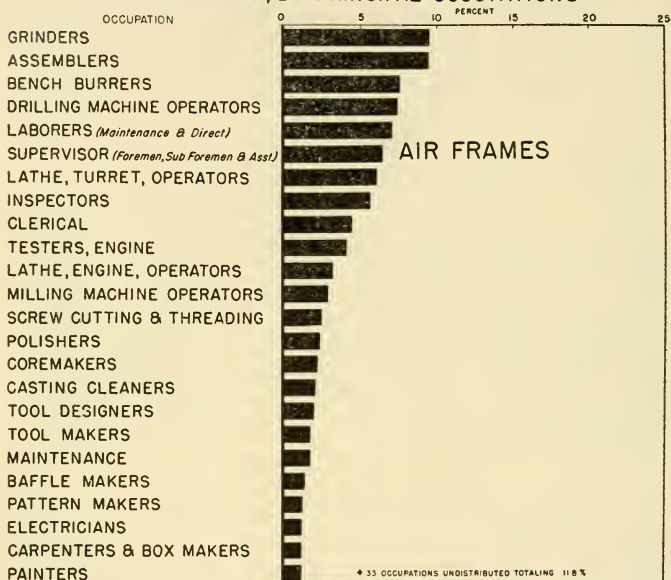


CHART V

skills indicated will undoubtedly require an increase in apprenticeship as well as an active program of upgrading and of adaptation of existing skills. Furthermore, from time to time methods of production are likely to be adapted to the existing labor supply and may lead to a substantial dilution of the labor force.

TABLE 8.—*Airframe industry—Additional workers needed at the site of final assembly by August 1941, by occupation and skill*

Occupation	Percent	United States total	Pacific coast	Atlantic coast	Canadian border	Interior
Total employees.....	100.0	166,100	54,300	51,700	18,900	41,200
Skilled employees.....	41.3	68,599	22,426	21,352	7,806	17,015
Angle benders.....	.1	166	54	52	19	41
Anodic loaders and operators.....	.3	499	163	155	57	124
Assemblers, fuselage.....	4.1	6,807	2,226	2,119	774	1,688
Assemblers, tank.....	.3	499	163	155	57	124
Assemblers, wing.....	2.4	3,984	1,303	1,240	453	988
Coverers.....	.2	332	109	103	38	82
Die finishers.....	(¹)	33	11	10	4	8
Drop hammer operators.....	.6	995	325	310	113	247
Electricians, aircraft.....	.9	1,494	488	465	170	371
Foremen.....	.6	995	325	310	113	247
Foremen, assistant, or subforemen.....	.6	995	325	310	113	247
Foundrymen and molders.....	.3	499	163	155	57	124
Hand bumpers.....	.4	664	217	206	76	165
Heat treaters.....	.2	332	109	103	38	82
Inspectors.....	2.7	4,481	1,466	1,395	509	1,111
Layout men (template makers).....	.7	1,161	380	361	132	288
Leadmen.....	2.0	3,321	1,085	1,034	378	824
Machinists.....	4.5	7,473	2,443	2,326	851	1,853
Metal bench hand and bench mechanics.....	7.7	12,783	4,178	3,980	1,454	3,171
Model builders.....	.1	166	54	52	19	41
Patternmakers.....	1.1	1,826	597	568	208	453
Platers.....	.3	499	163	155	57	124
Power hammer operators.....	.1	166	54	52	19	41
Router operators.....	.1	166	54	52	19	41
Sheet metal bench hands.....	7.9	13,117	4,289	4,082	1,492	3,254
Spar builders.....	.1	166	54	52	19	41
Tool designers.....	.5	830	271	258	95	206
Tool makers (jig and fixture builders).....	2.2	3,651	1,194	1,137	415	905
Tube benders.....	.3	499	163	155	57	124
Semiskilled employees.....	46.5	77,236	25,250	24,040	8,789	19,157
Assemblers, final.....	20.3	33,718	11,022	10,495	3,837	8,364
Assemblers, final, instrument mechanics.....	.1	166	54	52	19	41
Assemblers, final motor mechanics.....	.4	664	217	207	75	165
Assemblers, sub (precision assembler).....	4.5	7,475	2,443	2,328	850	1,854
Brake operators.....	.1	166	54	52	19	41
Cable spicers.....	.3	498	163	155	56	124
Carpenters and woodworkers.....	.9	1,495	489	465	170	371
Drill press operators.....	.5	831	272	258	95	206
Grinder operators and polishers.....	.2	332	109	103	38	82
Hydraulic press operators.....	.2	332	109	103	38	82
Punch press operators.....	.5	831	272	258	95	206
Riveters.....	11.1	18,437	6,027	5,739	2,098	4,573
Roller operators.....	.2	332	109	103	38	82
Shear operators.....	.2	332	109	103	38	82
Sheet metal machine operators.....	1.8	2,990	977	931	340	742
Skin fitters (coverers).....	.3	498	163	155	56	124
Sprayers, painters and dopers.....	3.1	5,149	1,683	1,603	586	1,277
Upholsterers (sewing machine operators).....	.2	332	109	103	38	82
Welders.....	1.6	2,658	869	827	303	659
Unskilled employees.....	7.7	12,790	4,181	3,981	1,456	3,172
Laborers.....	5.2	8,637	2,824	2,688	983	2,142
Mechanics, unskilled (helpers).....	2.5	4,153	1,357	1,293	473	1,030
Clerical employees.....	3.5	5,814	1,900	1,810	661	1,443
Maintenance employees.....	1.0	1,661	543	517	188	413

¹ 0.02 percent.

TABLE 9.—*Engine and propeller industry—Additional workers needed at the site of final assembly by August 1941, by occupation and skill*

Occupation	Percent	United States total	Pacific coast ¹	Atlantic coast	Canadian border	Interior
Total employees.....	100.0	24,400	-----	10,400	10,600	3,600
Skilled employees.....	37.4	9,125	-----	3,890	3,964	1,346
Apprentices.....	.4	97	-----	42	42	14
Blacksmiths.....	(2)	7	-----	3	3	1
Boring mill operators.....	.2	49	-----	21	21	7
Bullard multimatric operators.....	.4	97	-----	42	42	14
Coppersmiths.....	.1	24	-----	10	11	4
Coremakers.....	2.2	536	-----	228	233	79
Electricians.....	1.1	268	-----	114	116	40
Gear cutters.....	.8	195	-----	83	85	29
Heat treaters.....	.5	122	-----	52	53	18
Inspectors.....	5.7	1,390	-----	593	604	205
Lathe operators (engine).....	3.2	781	-----	333	339	115
Lathe operators (turret).....	6.1	1,488	-----	634	647	220
Metal melters.....	.5	122	-----	52	53	18
Milling machine operators.....	2.8	683	-----	291	296	100
Molders.....	.8	195	-----	83	85	29
Pattern makers.....	1.2	293	-----	125	127	43
Pipe fitters.....	.6	146	-----	62	64	22
Platers.....	.5	122	-----	52	53	18
Supervisors (foremen, subforemen, and assistants).....	6.4	1,561	-----	666	678	230
Tinsmiths.....	.1	24	-----	10	11	4
Tool designers.....	1.9	463	-----	197	201	68
Tool makers.....	1.7	414	-----	176	180	61
Welders.....	.2	49	-----	21	21	7
Semiskilled employees.....	46.6	11,370	-----	4,846	4,940	1,678
Assemblers.....	9.4	2,294	-----	978	996	338
Baffle makers.....	1.3	317	-----	135	138	47
Bench burrs.....	7.6	1,854	-----	790	806	274
Carpenters and box makers.....	1.1	268	-----	114	117	40
Drill machine operators.....	7.4	1,806	-----	770	784	266
Grinders.....	9.5	2,318	-----	988	1,007	342
Painters.....	1.1	268	-----	114	117	40
Polishers.....	2.3	561	-----	239	244	83
Screw cutting and threading.....	2.4	586	-----	250	254	86
Spot facers.....	.2	49	-----	21	21	7
Straighteners.....	.2	49	-----	21	21	7
Testers, engine.....	4.1	1,000	-----	426	435	148
Unskilled employees.....	9.9	2,416	-----	1,029	1,050	357
Casting cleaners.....	2.0	488	-----	208	212	72
Laborers (maintenance and direct).....	7.1	1,733	-----	738	753	256
Truckers.....	.8	195	-----	83	85	29
Clerical.....	4.4	1,073	-----	458	466	158
Maintenance.....	1.7	415	-----	177	180	61

¹ According to present scheduled production there will be a slight drop in employment in this region.² 0.03 percent.

LABOR REQUIREMENTS ESTIMATED FOR THE SHIPBUILDING INDUSTRY UNDER THE NATIONAL DEFENSE PROGRAM AS OF DECEMBER 31, 1940

United States Department of Labor, Bureau of Labor Statistics, Washington, D. C.

At the end of 1940 the United States Government had under way the largest ship-construction program in the history of the Nation. Contracts had been let to private shipbuilders or provision made for "force account" construction in navy yards of more than \$4,749,000,000 worth of vessels.

This represents merely the work which is definitely projected with reference to starting and completion dates. Five battleships, for example, for which funds have been appropriated but for which contracts have not yet been awarded, are not included. Nor do the figures cover the shipbuilding program for private or British account.

Most of the \$4,749,000,000 worth of work has originated under contracts let since June 1, 1940. For shipbuilding, however, it is confusing to try to distinguish sharply between work originating before and after the defense appropriations were made for the fiscal year 1941 which are frequently described as giving rise to the "defense program." For example, in December 1940 work was still in progress on \$670,000,000 worth of vessels, some of which had been started as far back as August 1937 but the bulk of which had been laid down in 1939 and the first half of 1940. These earlier contracts are included in the total of \$4,749,000,000. Much of the work on these contracts has been completed. In the estimates of labor requirements here presented, only that work needed to complete the contracts has been considered. However, for some months to come the bulk of the employment on the construction of Government vessels will be required to complete work on "predefense" contracts. Through November, work on contracts let since June 1, especially for the larger vessels, was still largely at the stage of preparatory work in the shops. Month by month, however, as new facilities are completed and as vessels are launched and old ways become clear, an increasing amount of labor will be required on the later contracts.

The following analysis of employment requirements for the construction of Government vessels, therefore, traces, month by month, the growing demand for men for the completion of all definitely projected work, whether it be the completion of vessels started several years ago or of vessels provided for in the two-ocean navy authorization.

TYPES OF VESSELS INCLUDED IN THE PROGRAM

The United States Government ship construction program consists mainly of naval vessels but includes some vessels of every type and size. Table 1 (see p. 4466) shows the number and types of vessels included in the program. The completion of the program will require as long as 4 or 5 years. According to the best available information, it normally requires from 49 to 55 months to construct a battleship and only a slightly shorter period to build an aircraft carrier. These periods may be reduced somewhat if two or three shifts are employed in the operation of shipyards.

Before proceeding to a discussion of labor requirements, which need to be seen in relation to place as well as time, it is necessary to consider the location of shipyards and the pressure of the program upon shipbuilding and shipyard facilities. These facilities are severely taxed and a program for their expansion has been adopted to make possible the completion of the work on scheduled time.

LOCATION OF THE INDUSTRY

Shipyard facilities are located in ports along the seacoast and the Great Lakes. The Atlantic seacoast possesses the greatest number of yards. These extend from Maine to South Carolina. The primary concentrations of shipbuilding facilities on the Atlantic Coast are located around Boston, New York, Philadelphia, and Newport News. These four areas were handling more than 60 percent of the total Federal shipbuilding program under way at the end of 1940. Table 2 shows the location of principal shipyards constructing Federal vessels and the contract value of this work. In addition, this table presents data on the number of vessels under contract, the number of shipways available and in use, and the capacity of these shipways.

As may be seen from this table, private shipyards were building 543 of these ships at an estimated construction cost of \$3,759,000,000. These private yards were building 126 cargo vessels for the United States Maritime Commission and 417 vessels for the United States Navy. United States Navy Yards were handling 100 vessels, the dollar value of which constitutes approximately 20 percent of the total. It must be kept in mind that the major function of the United States navy yards is to service, repair, and recondition the fleet. At the present time, the navy yards are also engaged in an extensive program of modernizing and refitting older vessels of the fleet.

TABLE 1.—*United States Government vessels under construction in private shipyards and United States navy yards¹ as of Dec. 31, 1940*

		Number
Naval vessels:	Type of ship	
Battleships	-----	12
Aircraft carriers	-----	12
Heavy cruisers	-----	8
Large cruisers	-----	6
Light cruisers	-----	40
Submarines	-----	80
Destroyers	-----	205
Destroyer tenders	-----	3
Minesweepers	-----	11
Repair ship	-----	4
Submarine rescue vessel	-----	5
Submarine tenders	-----	7
Seaplane tenders	-----	20
Mine layers	-----	3
Submarine chasers	-----	62
Motor torpedo boats	-----	15
Net layers	-----	4
Coastal minesweepers	-----	20
U. S. Maritime Commission: Cargo vessels	-----	126
Total	-----	643

¹ Does not include 5 battleships which have been allotted to United States navy yards but on which construction has not yet started.

TABLE 2.—Shipyards constructing United States Government vessels as of Dec. 31, 1940

Private shipyard or United States navy yard	Location	Type of vessels	Value of active contracts as of Dec. 31, 1940	Number of vessels under contract or on order	Number of ways		Maximum size of vessel which can be built
					Existing	In use	
North Atlantic area							
Private shipyards:							
Bath Iron Works Corporation	Bath, Maine	Destroyers, cargo.	\$2, 883, 382, 000	386	(1)	(1)	
Bethlehem Steel Co.	Sparrows Point, Md.	Cargo.	184, 914, 000	31	5	5	500 by 76 feet.
Do.	Quincy, Mass.	Cruisers, battleships, destroyers.	41, 494, 000	17	7	7	600 by 78 feet.
Do.	Staten Island, N. Y.	Destroyers, cargo.	599, 477, 000	29	7	7	1,000 by 110 feet.
Bristol Yacht Building Co.	South Bristol, Maine	Mine sweepers	91, 447, 000	17	4	4	500 by 70 feet.
Consolidated Shipbuilding Corporation.	New York, N. Y.	Sub chasers.	300, 000	2	(1)	(1)	(1)
			825, 000	5	10	(1)	250 by 40 feet.
Cramp Shipbuilding Corporation.	Philadelphia, Pa.	Cruisers	113, 822, 000	6	8	(1)	600 by 90 feet.
Dravo Corporation.	Wilmington, Del.	Sub chasers	3, 447, 000	6	1	(1)	600 by 60 feet. ³
Electric Boat Co.	Groton, Conn.	Submarines	125, 939, 000	45	5	5	650 by 100 feet.
Do.	Bayonne, N. J.	Sub chasers, motor torpedo boats	8, 251, 000	37	(2)	(2)	125 by 25 feet.
Federal Shipbuilding and Drydock Co.	Kearny, N. J.	Cruisers, destroyers, cargo.	359, 400, 000	67	9	9	600 by 80 feet.
Greenport Basin and Construction Co.	Greenport, L. I., N. Y.	Mine sweepers	631, 000	4	(1)	(1)	Up to 300 gross tons.
Herreshoff Manufacturing Co.	Bristol, R. I.	do.	304, 000	2	3	(1)	175 by 32 feet.
Geo. Lawley & Sons Corporation.	Neponset, Mass.	Sub chasers	4, 500, 000	10	4	(1)	250 by 35 feet.
New York Shipbuilding Corporation.	Camden, N. J.	Battleship, cruisers	638, 112, 000	22	7	7	850 by 106 feet.
The Pusey & Jones Corporation.	Wilmington, Del.	Cargo.	3, 856, 000	2	3	3	450 by 70 feet.
W. A. Robinson, Inc.	Ipswich, Mass.	Mine sweepers	632, 000	4	(1)	(1)	(1)
Snow Shipyards, Inc.	Rockland, Maine	do.	600, 000	4	2	(1)	200 by 35 feet.
Sullivan Drydock & Repair Corporation.	Brooklyn, N. Y.	Sub chasers.	1, 140, 000	2	3	(1)	320 by 48 feet.
Sun Shipbuilding & Drydock Co.	Chester, Pa.	Tenders, cargo.	117, 253, 000	22	8	8	650 by 80 feet.
United States navy yards:							
Boston Navy Yard	Boston, Mass.	Destroyers, tenders	134, 993, 000	23	1	1	445 by 100 feet.
Brooklyn Navy Yard	Brooklyn, N. Y.	Battleships	147, 966, 000	3	2	2	920 by 130 feet.
Philadelphia Navy Yard	Philadelphia, Pa.	Battleships, destroyers	233, 347, 000	9	3	3	928 by 130 feet.
Portsmouth Navy Yard	Portsmouth, N. H.	Submarines	70, 732, 000	17	3	3	355 by 62 feet.
South Atlantic area							
			746, 977, 000	54	(1)	(1)	

See footnotes at end of table.

TABLE 2.—Shipyards constructing United States Government vessels as of Dec. 31, 1940—Continued

Private shipyard or United States navy yard	Location	Type of vessels	Value of active contracts as of Dec. 31, 1940	Number of vessels under contract or on order	Number of ways		Maximum size of vessel which can be built
					Existing	In use	
Private shipyards: Gibbs Gas Engine Co. Newport News Shipbuilding and Drydock Co. United States navy yards: Charleston Navy Yard Norfolk Navy Yard Gulf area	Jacksonville, Fla. Newport News, Va. Charleston S. C. Portsmouth, Va.	Mine sweepers. Battleship, cruisers, aircraft carriers, cargo. Destroyers. Battleship, destroyers.	680,000 526,686,000 94,176,000 125,435,000	4 28 15 7	(1) 8 3 2	(1) 8 3 2	(1). 1,000 by 111 feet. 600 by 90 feet. 910 by 120 feet.
Private shipyards: Consolidated Steel Corporation. Gulf Shipbuilding Corporation. The Ingalls Shipbuilding Corporation. Pennsylvania Shipyards, Inc. Tampa Shipbuilding and Engine Co. Great Lakes area	Orange, Tex. Chickasaw, Ala. Pascagoula, Miss. Beaumont, Tex. Tampa, Fla.	Destroyers. do Net layers, cargo. Cargo. do	87,781,000 23,230,000 94,677,000 3,948,000 7,800,000	12 4 14 2 4	(1) 4 4 1 3	(1) (1) 4 1 3	(1). 400 by 60 feet. 550 by 70 feet. 450 by 60 feet. 460 by 70 feet.
Private shipyards: Detoe Boat and Motor Works. Fisher Boat Works, Inc. Leatham Smith Coal and Shipbuilding Co. Manitowoc Shipbuilding Co. North Pacific area	Bay City, Mich. Detroit, Mich. Sturgeon Bay, Wis. Manitowoc, Wis.	Sub chasers do do Submarines	14,628,000 135,000 600,000 30,495,000	17 1 1 10	(2) (2) (2) (1)	(2) (2) (2) (1)	(2). (2). (2). (1).
Private shipyards: Associated Shipbuilders, Inc. Lake Washington Shipyards. Seattle-Tacoma Shipbuilding Corporation. Willamette Iron and Steel Corporation.	Seattle, Wash. do do Portland, Ore.	Seaplane tenders. do Destroyers, cargo. Mine layers	16,000,000 24,000,000 177,247,000 24,000,000	4 6 29 2	(1) 3 2 (1)	(1) (1) 2 (1)	(1). 500 by 70 feet. 450 by 70 feet. (1).

United States navy yards; Puget Sound Navy Yard.	Bremerton, Wash.	Destroyers, seaplane tenders	96, 718, 000	14	1	1	927 by 110 feet.
South Pacific area			511, 080, 000	83		(1)	
Private shipyards:							
Bethlehem Steel Co. (union plant)	San Francisco, Calif.	Cruisers, destroyers, cargo.	243, 907, 000	34	3	3	450 by 60 feet.
Bethlehem Steel Co.	San Pedro, Calif.	Destroyers	60, 206, 000	10	4	(1)	500 by 75 feet.
Consolidated Steel Corporation, Ltd.	Los Angeles, Calif.	Cargo	7, 560, 000	4	1	1	550 by 60 feet.
General Engine and Drydock Co.	Alameda, Calif.	Mine sweepers	6, 720, 000	4	3	(1)	400 by 50 feet.
Los Angeles Shipbuilding Base and Drydock Co.	San Pedro, Calif.	Repair ships	43, 282, 000	3	6	(1)	575 by 80 feet.
Moore Drydock Co.	Oakland, Calif.	Tenders, cargo.	46, 722, 000	11	2	1	492 by 70 feet.
Western Pipe and Steel Co.	San Francisco, Calif.	Cargo	10, 638, 000	5	2	2	550 by 70 feet.
United States Navy Yards: Mare Island Navy Yard.	Vallejo Calif.	Submarines, sub tenders	86, 045, 000	12	3	3	680 by 105 feet.
Total private shipyards			3, 759, 316, 000	543	(1)	(1)	
Total United States navy yards			989, 412, 000	100	(1)	(1)	
Total United States			4, 748, 728, 000	643	(1)	(1)	

¹ Not available.² Not available: Large ways not necessary for this type vessel.³ Size of shipway.

GOVERNMENTAL AID FOR THE CONSTRUCTION OF SHIPYARDS AND OTHER FACILITIES

Table 2 indicates that at the end of 1940 the principal shipyards, private and Federal, constructing United States Government vessels had approximately 150 ways available for the construction of these 643 vessels. Large ships, which take 4 or 5 years to complete, may occupy the ways for as long as 3 years, while smaller ships, such as submarines and destroyers, may be launched less than a year after the keel is laid. The number of ways which may be used for any type of vessel is further limited by the over-all length, width, and weight of the ships to be constructed. In some of the private yards the ratio of ships under contract to available shipways is as high as 10 to 1. Some of the private yards do not at the present time possess ways on which to start the construction of Federal vessels they have contracted to build. It is evident from these data that many private yards will have to expand their shipway and other facilities in order to meet scheduled completion dates.

The Federal Government has made extensive capital advances to private shipbuilding concerns to enable them to expand their facilities. Between June 1 and December 31, 1940, it had furnished more than \$100,000,000 for the expansion of private shipbuilding facilities. The recipients of this aid, distributed by regional geographic areas, are shown in table 3. Most of the new ways will not be ready for use until sometime late in 1941.

The United States navy yards are also expanding their capacities, but most of their increased facilities are intended for the servicing and repairing of the fleet. Existing shipways have been improved and strengthened, overhead cranes have been replaced, and a number of auxiliary facilities such as storage warehouses, piers, and machine shops have been added.

TABLE 3.—*U. S. Government advances to expand private shipbuilding facilities, June 1 to Dec. 31, 1940*

Company	Location	Amount	Number of ship ways being built
North Atlantic:			
Bath Iron Works.....	Bath, Maine.....	\$2,400,000	3
Bethlehem Steel Co. (Staten Island).....	Staten Island, N. Y.....	3,406,000	1
Bethlehem Steel Co. (Fore River Yard).....	Quincy, Mass.....	14,227,500	4
Cramp Shipbuilding Corporation.....	Philadelphia, Pa.....	12,000,000	(1)
Electric Boat Co.....	Groton, Conn.....	4,600,000	7
Federal Shipbuilding and Drydock Co.....	Kearny, N. J.....	7,750,000	2
New York Shipbuilding Corporation.....	Camden, N. J.....	10,500,000	1
Sun Shipbuilding Co.....	Chester, Pa.....	2,500,000	4
South Atlantic: Newport News Ship Building and Dry Dock Co.....	Newport News, Va.....	14,000,000	2
Gulf:			
Consolidated Steel Corporation.....	Orange, Tex.....	4,807,000	6
Gulf Shipbuilding Co.....	Chickasaw, Ala.....	2,500,000	(1)
The Ingalls Shipbuilding Co.....	Pascogoula, Miss.....	2,000,000	2
Great Lakes: Manitowoc Shipbuilding Corporation.....	Manitowoc, Wis.....	1,000,000	(1)
North Pacific:			
Associated Shipbuilders.....	Seattle, Wash.....	700,000	(1)
Seattle-Tacoma Ship Building Co.....	Seattle, Wash.....	5,800,000	10
Willamette Iron & Steel Corporation.....	Portland, Oreg.....	1,000,000	2
South Pacific:			
Bethlehem Steel Co. (San Pedro plant).....	San Pedro, Calif.....	4,006,000	4
Bethlehem Steel Co. (Risdon-Union plant).....	San Francisco, Calif.....	14,562,000	6
Los Angeles Ship Building and Dry Dock Corporation.....	San Pedro, Calif.....	850,000	(1)
Total.....	.....	108,608,500	54

¹ No new ways being added; old ways being repaired and improved.

FUTURE LABOR REQUIREMENTS

The labor requirements of the United States Government shipbuilding program is the primary concern in this report. The program under way as of December 31, 1940, totaled close to \$5,000,000,000, and its fulfillment will require a tremendous expansion in the labor force of the shipbuilding industry.

Actual employment on the construction of United States Government vessels from January 15, 1935, through November 15, 1940, is shown in chart VI. (See p. 4472.) This chart also shows the estimated employment from December 1940

through November 1942. It indicates that employment on Federal ship construction increased from January 1935 to July 1936 but declined over the next 2 years. From September 1938 through November 15, 1940, employment rose steadily, the rate of increase being sharper after June 1940 when the present national-defense program was instituted.

Total employment in private shipyards in November 1940 is estimated at 111,100 wage earners. Of these, 73,000 were employed on the Federal ship-building program, the balance on private repair or construction or foreign account. The navy yards were employing 123,500 workers, but of these somewhat more than half were engaged in maintenance work or in other types of activity such as the manufacture of guns in the Washington Navy Yard, airplanes at Philadelphia, or torpedoes at Newport. Fifty-three thousand nine hundred were engaged in the construction of new vessels. Thus employment on the construction of United States Government vessels alone totaled 126,900 workers in November 1940, approximately 2 times the average number employed in 1939 and more than 5 times the number employed in 1935 (chart VII, see p. 4472).

The present schedule of ship-completion dates will require a continued increase in the number of workers to be hired until the peak employment is reached in November 1942, when a total of more than 388,000 shipyard workers will be required on Government vessels. In other words, employment between November 1940 and November 1942 will triple if the present schedule of operations is executed.

The estimates of future labor requirements are based on patterns of employment on ship construction developed by the Bureau of Labor Statistics from reports received on previous Federal ship contracts. Each month reports were received from individual shipyards giving the monthly man-hours worked in the building of individual ships. From these data were derived the total man-hours required to complete the various types of vessels included in the present program. From these figures monthly estimates have been derived to accord with the time periods called for in the present contracts. The monthly estimates of man-hours required were translated into the number of workers required each month to complete the program according to schedule.

Private shipyards working on Government vessels will require a greater number of workers under this program than the Federal yards. Estimated employment quarterly through 1942, compared with actual employment in November 1940 in both United States navy yards and private shipyards, is presented in table 4. The magnitude of the increase in employment in the United States navy yards is much smaller than that in private shipyards. Employment in the navy yards on new vessels is estimated at approximately 90,000 workers by May 1942, when peak employment should be reached. Private shipyards, which are handling a much greater volume of the new vessels and are expanding shipyard facilities rapidly, will require 299,000 employees by November 1942.

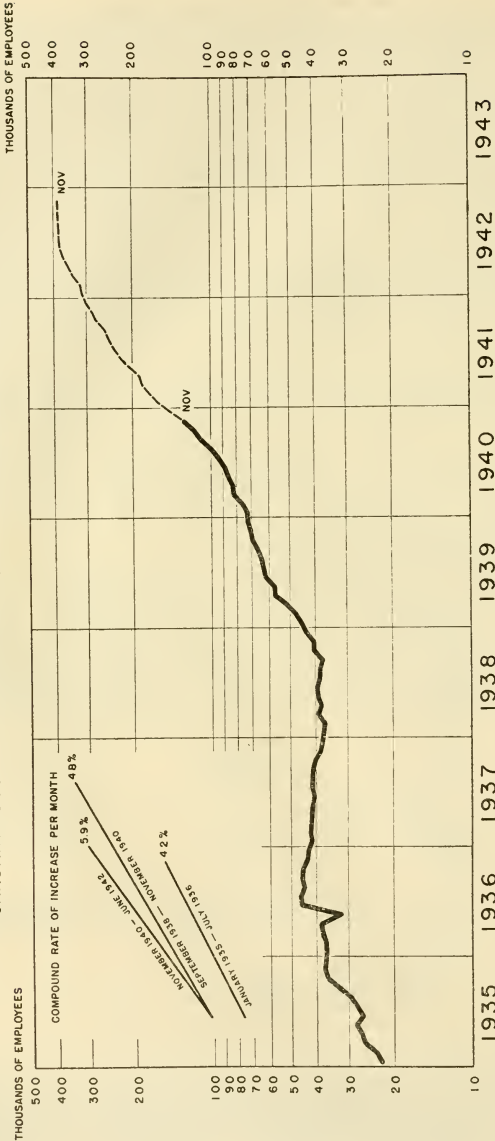
TABLE 4.—*Estimated total shipyard employment in the construction of U. S. Government vessels*

Month and year	United States navy yards	Private shipyards	Total	Month and year	United States navy yards	Private shipyards	Total
1940				1942			
November ¹	53,900	73,000	126,900	February.....	81,100	237,300	318,400
December.....	56,300	87,100	143,400	May.....	90,800	279,500	370,300
				August.....	86,100	297,000	383,100
1941				November.....	89,700	298,700	388,400
February.....	58,300	113,900	172,200				
May.....	61,300	147,000	208,300				
August.....	64,400	181,700	246,100				
November.....	75,300	210,900	286,200				

¹ Actual.

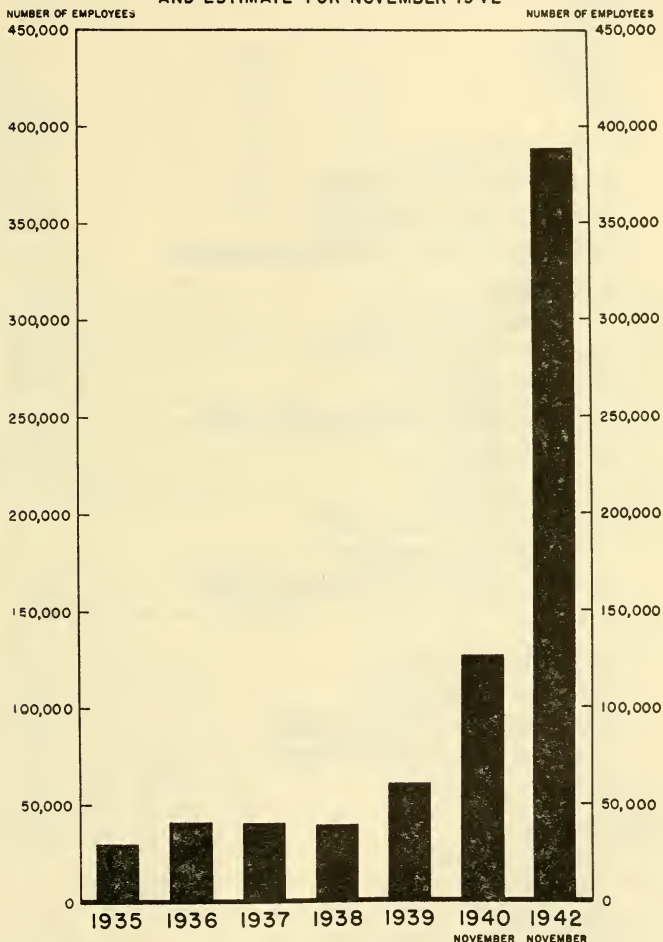
Employment on the construction of Government vessels in private shipyards and in navy yards is estimated to increase from 126,900 workers in November 1940 to 388,400 by November 1942. This means that there will be required a net addition to the labor force of these yards of 261,500 workers. The data contained in table 5 and presented in chart VIII (see p. 4473) indicate that 174,000 new work-

TOTAL EMPLOYMENT IN THE SHIPYARDS
ON THE CONSTRUCTION OF U. S. GOVERNMENT VESSELS
JANUARY 1935 TO NOVEMBER 1940, AND ESTIMATE TO NOVEMBER 1942



EMPLOYMENT IN PRIVATE SHIPYARDS AND U.S. NAVY YARDS ON THE CONSTRUCTION OF U.S. GOVERNMENT VESSELS

ANNUAL AVERAGE 1935-1939, NOVEMBER 1940
AND ESTIMATE FOR NOVEMBER 1942



U. S. BUREAU OF LABOR STATISTICS

CHART VII

ers will be needed by the end of 1941 and another 88,000 new workers will have to be hired from January to November 1942. If the expansion in the labor force were made in equal monthly increments, 11,000 new workers would have to be recruited each month from November 15, 1940, through November 15, 1942.

TABLE 5.—*Estimated number of new workers to be hired each month from December 1940 to November 1942 in private shipyards and United States navy yards on the construction of U. S. Government vessels*

1940: December	16, 500	1942:	
1941:		January	12, 500
January	16, 800	February	5, 500
February	12, 000	March	21, 900
March	11, 900	April	15, 200
April	4, 200	May	14, 800
May	20, 000	June	10, 000
June	13, 600	July	400
July	15, 000	August	2, 400
August	9, 200	September	3, 600
September	9, 700	October	1, 000
October	20, 500	November	700
November	9, 900		
December	14, 200	Total	261, 500

Effect of labor turn-over on new workers required.—The rate at which separations occur in the shipbuilding industry will also have an effect on the number of new workers to be required. The monthly turn-over rate in shipbuilding plants from January 1939 to November 1940 is shown in table 6 and chart IX (see p. 4476). The separation in the shipbuilding industry, including quits, discharges, lay-offs, and miscellaneous separations totaled 5.27 per 100 workers in November 1940. Primarily responsible for this high rate was the "lay-off" rate of 3.37. The separation rate "for other causes" totaled only 1.90 per 100 workers employed. It is not possible to project the separations into the future to estimate the additional workers required from month to month as a result of labor turn-over in the shipbuilding industry. However, the number of workers hired from month to month as a result of labor turn-over undoubtedly will be substantial. While this will not result in any increase in the total number of workers employed at any one time, it does increase the number of new workers that will have to be hired to maintain that force.

TABLE 6.—*Monthly labor turn-over rates (per 100 employees) in private shipbuilding yards January 1939 to November 1940¹*

Class of rates and year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Separations:												
Quits:												
1940	0.83	0.76	1.03	1.23	1.00	1.14	1.21	1.36	1.77	1.54	1.65	-----
1939	.50	.66	.73	.72	.64	.59	.67	.78	1.35	.99	.69	0.75
Discharges:												
1940	.07	.16	.33	.30	.29	.27	.48	.39	.28	.37	.25	-----
1939	.08	.08	.07	.10	.17	.11	.21	.07	.17	.30	.09	.09
Lay-offs:												
1940	3.12	3.47	3.65	6.53	4.66	3.89	3.71	5.46	4.03	2.45	3.37	-----
1939	1.40	1.66	1.17	1.23	1.37	1.26	3.13	4.17	1.38	1.75	.88	.99
Total:												
1940	4.02	4.39	5.01	8.06	5.95	5.30	5.40	7.21	6.08	4.36	5.27	-----
1939	1.98	2.40	1.97	2.05	2.18	1.96	4.01	5.02	2.90	3.04	1.66	1.83
Accessions:												
1940	6.03	6.60	7.04	6.24	6.83	10.76	13.00	9.19	9.96	7.86	7.80	-----
1939	4.66	6.20	4.79	5.10	5.26	5.51	7.28	5.36	6.57	4.82	4.13	2.80

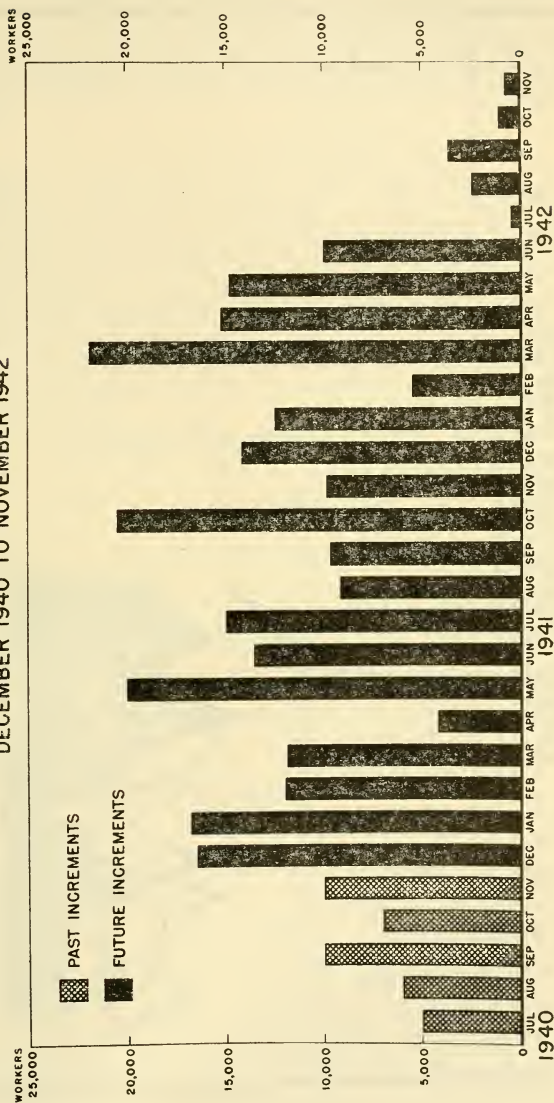
¹ Based on reports from 19 yards with employment of 51,800 in November 1940.

COVERAGE OF THE EMPLOYMENT ESTIMATES

It should be kept in mind that the estimates of shipyard employment presented here are based upon the number of workers required on new United States Government ship construction actually under contract on December 31, 1940. They do not include, therefore, the employment required for additional United States Government vessels such as the 5 battleships already mentioned or the employment required on private or British ship construction projects. The estimates further cover only the employment necessary at the shipyards and do not include

NEW WORKERS NEEDED EACH MONTH IN SHIPYARDS ON CONSTRUCTION OF U.S. GOVERNMENT VESSELS

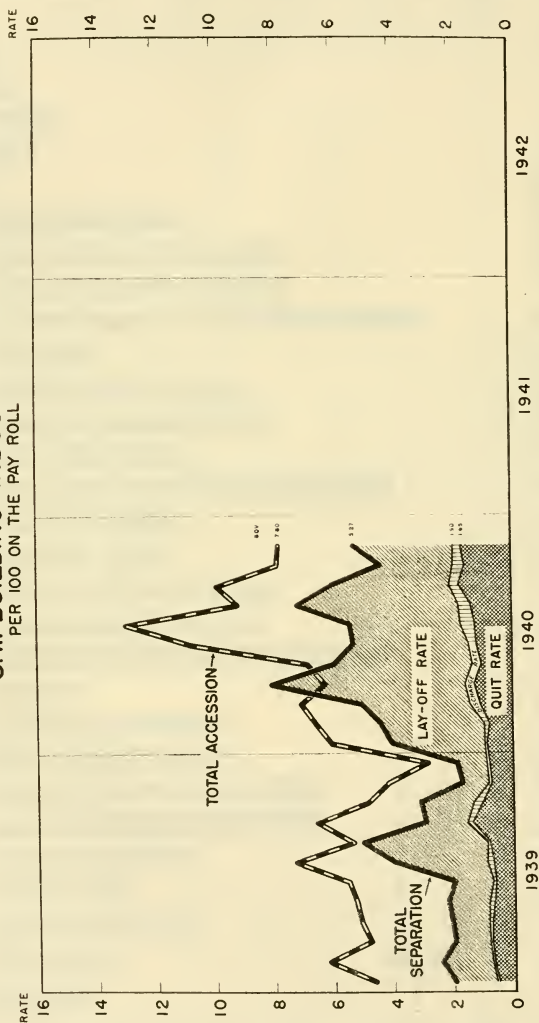
DECEMBER 1940 TO NOVEMBER 1942



UNITED STATES BUREAU OF LABOR STATISTICS

CHART VIII

LABOR TURN-OVER RATES SHIPBUILDING INDUSTRY PER 100 ON THE PAY ROLL



UNITED STATES BUREAU OF LABOR STATISTICS

CHART IX

the labor required for the manufacture of steel, machinery, and, in the case of naval vessels, armor plate and armaments. The labor required off the site of construction is substantial and, in the case of large vessels, may amount to as much as 50 percent of the labor needed at the shipyards. The estimates of employment for the United States navy yards do not include employment in the Washington Navy Yard and the Newport, R. I. torpedo station. These two yards, one primarily a gun shop and the other a torpedo plant, employed 17,281 workers as of November 15, 1940. The estimates also exclude the workers employed in repairing, reconditioning, and refitting naval vessels at United States navy yards.

LOCATION OF NEW JOBS IN THE SHIPBUILDING INDUSTRY

It is possible to estimate fairly accurately where the increases in the future shipbuilding employment is likely to occur. Table 7 presents the estimates of the total number of workers needed in shipyards from November 1940 to November 1942, classified according to private shipyards and United States navy yards and arranged by geographic areas. Chart X (see p. 4478) based on these data, shows the additional workers needed through November 1942, by geographic areas. The North Atlantic area, with primary concentration around Boston, New York City, and the Philadelphia-Camden industrial areas, will require the largest addition to the labor force, namely, 146,000 by November 1942. The increases in the South Atlantic area amounting to 38,000 workers will be concentrated in Newport News and Portsmouth, Va., and in Charleston, S. C. The North and South Pacific coast areas will have to add 64,000 workers by November 1942. The Gulf and Great Lakes areas will require only 14,000 new workers on the basis of contracts so far awarded.

TABLE 7.—Total employment in private shipyards and United States navy yards on the construction of United States Government vessels

Area	November 1940 ¹	December 1940	February 1941	May 1941	August 1941
Total United States	126,900	143,400	172,200	208,300	246,100
Private shipyards:					
Total United States	73,000	87,100	113,900	147,000	181,700
North Atlantic	52,300	52,100	64,600	81,500	97,800
South Atlantic	9,800	13,800	20,300	26,600	28,500
Gulf	5,300	9,300	10,300	12,700	12,100
Great Lakes	300	200	800	1,300	3,500
North Pacific	1,300	6,100	10,800	14,100	23,600
South Pacific	4,000	5,600	7,100	10,800	16,200
Federal navy yards:					
Total United States	53,900	56,300	58,300	61,300	64,400
North Atlantic	36,700	37,400	38,700	42,400	43,000
South Atlantic	9,200	9,300	9,900	10,200	12,300
North Pacific	3,500	4,600	4,600	3,600	3,800
South Pacific	4,500	5,000	5,100	5,100	5,300

Area	November 1941	February 1942	May 1942	August 1942	November 1942
Total United States	286,200	318,400	370,300	383,100	388,400
Private shipyards:					
Total United States	210,900	237,300	279,500	297,000	298,700
North Atlantic	115,900	134,600	160,200	170,400	176,700
South Atlantic	33,300	32,900	35,100	38,200	40,700
Gulf	10,500	9,300	10,600	12,000	14,500
Great Lakes	3,600	4,300	4,400	3,800	2,800
North Pacific	25,200	26,000	31,600	30,900	27,900
South Pacific	22,400	30,200	37,600	41,700	36,100
Federal navy yards:					
Total United States	75,300	81,100	90,800	86,100	89,700
North Atlantic	48,500	50,600	58,800	55,000	60,300
South Atlantic	15,700	17,600	18,500	17,300	16,100
North Pacific	4,900	5,800	6,300	6,900	7,000
South Pacific	6,200	7,100	7,200	6,900	6,300

¹ Actual.

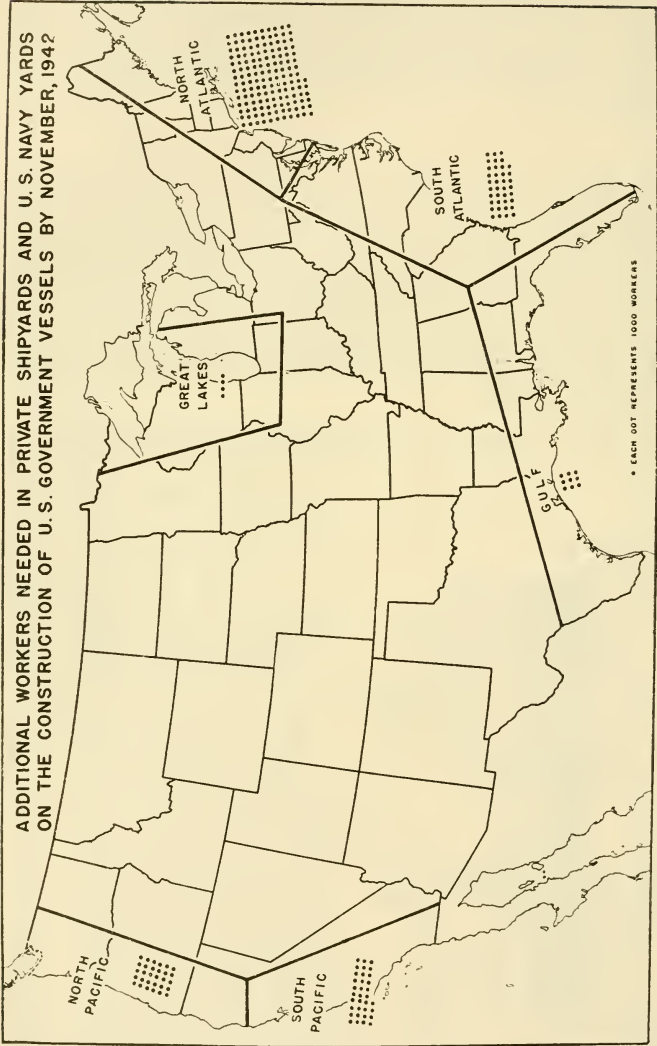


CHART X

LABOR REQUIREMENTS BY OCCUPATIONS

The number of workers in each occupation in the quarter of a million new workers to be added by November 1942, arranged according to geographic areas, is shown in table 8. These data are shown separately for the private shipyards and for the United States navy yards, as the occupational designations employed differ slightly. The more important skills required are portrayed graphically in chart XI (see p. 4481.)

TABLE 8.—*Additional workers needed in shipyards for the construction of U. S. Government vessels by November 1942, by occupations*

Occupation	Percent	United States total	North Atlantic	South Atlantic	Gulf	Great Lakes	North Pacific	South Pacific
PRIVATE SHIPYARDS								
Total employees	100.00	225, 700	122, 400	30, 900	9, 200	4, 500	26, 600	32, 100
Skilled employees	46.23	104, 341	56, 582	14, 289	4, 252	2, 084	12, 296	14, 838
Anglesmiths	.19	430	233	59	17	9	51	61
Blacksmiths	.30	678	367	93	28	14	80	96
Boilermakers	.50	1, 130	612	155	46	23	133	161
Calkers	.08	181	98	25	7	4	21	26
Calkers and chippers	2.65	5, 982	3, 244	819	244	119	705	851
Carpenters (shipwrights)	1.69	3, 814	2, 069	522	155	76	450	542
Coppersmiths	.67	1, 512	820	207	62	30	178	215
Coremakers	.14	315	171	43	13	6	37	45
Cranemen	1.26	2, 843	1, 542	389	116	57	335	404
Drillers	1.08	2, 438	1, 322	334	99	49	287	347
Electricians	3.39	7, 652	4, 149	1, 048	312	153	902	1, 088
Engineers (stationary)	.14	315	171	43	13	6	37	45
Furnace men	.20	451	245	62	18	9	53	64
Galvanizers	.05	112	61	15	5	2	13	16
Gas cutters or burners	.72	1, 624	881	222	66	32	192	231
Joiners	1.10	2, 483	1, 346	340	101	50	293	353
Loftsmen	.50	1, 130	612	155	46	23	133	161
Machine operators	.26	586	318	80	24	12	69	83
Machinists	10.97	24, 759	13, 427	3, 390	1, 009	494	2, 918	3, 521
Molders	.30	678	367	93	28	14	80	96
Painters	2.52	5, 687	3, 081	779	232	113	670	809
Patternmakers	.52	1, 173	636	161	48	23	138	167
Pipe coverers and insulators	.39	881	477	121	36	18	104	125
Pipe fitters	2.40	5, 417	2, 938	742	221	108	638	770
Riveters	.76	1, 715	930	235	70	34	202	244
Rivet testers	.08	181	98	25	7	4	21	26
Rollers and pressmen	.08	181	98	25	7	4	21	26
Sheet metal workers	3.58	8, 079	4, 382	1, 106	329	161	952	1, 149
Ship fitters	3.96	8, 937	4, 847	1, 224	364	178	1, 053	1, 271
Ship riggers	.72	1, 624	881	222	66	32	192	231
Substation operators	.09	203	110	28	8	4	24	29
Template makers	.17	385	208	53	16	8	45	55
Tool and die makers	.26	586	318	80	24	12	69	83
Welders, electric	4.06	9, 164	4, 969	1, 255	374	183	1, 080	1, 303
Welders, gas	.24	542	294	74	22	11	64	77
Miscellaneous skilled	.21	473	257	65	19	9	56	67
Semiskilled employees	23.17	52, 295	28, 363	7, 156	2, 133	1, 039	6, 164	7, 440
Bolters-up, first	2.83	6, 386	3, 464	874	260	127	753	908
Chauffeurs	.33	745	404	102	30	15	88	106
Chippers, foundry and other	.43	970	526	133	40	19	114	138
Cupola tenders	.05	112	61	15	5	2	13	16
Erectors	.77	1, 738	942	238	71	35	205	247
Firemen	.11	248	135	34	10	5	29	35
Handymen	6.93	15, 641	8, 482	2, 141	638	312	1, 843	2, 225
Holders-on	1.54	3, 476	1, 885	476	142	69	410	494
Punchers and shearers	.32	722	392	99	29	14	85	103
Red leaders	.26	586	318	80	24	12	69	83
Regulators	.72	1, 624	881	222	66	32	192	231
Riggers	.65	1, 468	796	201	60	29	173	209
Stage builders	.94	2, 121	1, 151	290	86	42	250	302
Welders, tack	1.01	2, 279	1, 236	312	93	45	269	324
Wiremen	.16	361	196	49	15	7	43	51
Miscellaneous semiskilled	6.12	13, 818	7, 494	1, 890	564	274	1, 628	1, 968
Unskilled employees	25.33	57, 170	31, 005	7, 827	2, 330	1, 140	6, 738	8, 130
Helpers	16.98	38, 324	20, 784	5, 247	1, 562	764	4, 517	5, 450
Janitors	.33	745	404	102	30	15	88	106
Laborers	5.53	12, 481	6, 769	1, 709	509	249	1, 471	1, 774
Rivet heaters	.70	1, 580	857	216	64	32	186	225
Rivet passers	.41	926	502	127	38	18	109	132
Watchmen	1.27	2, 866	1, 554	392	117	57	338	408
Miscellaneous unskilled	.11	248	135	34	10	5	29	35
Supervisory employees	5.27	11, 894	6, 450	1, 628	485	237	1, 402	1, 692

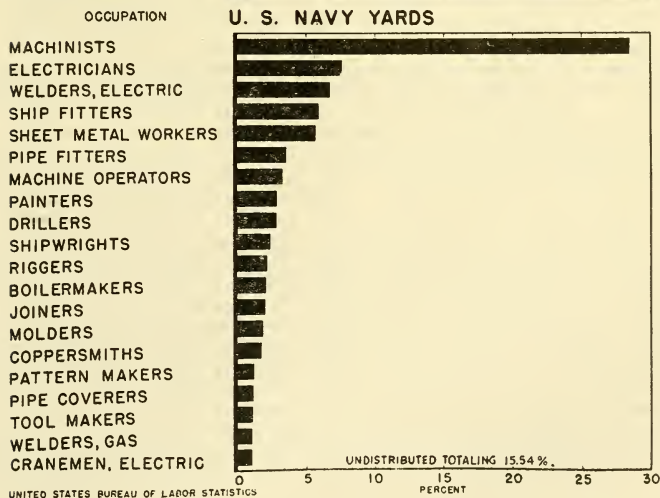
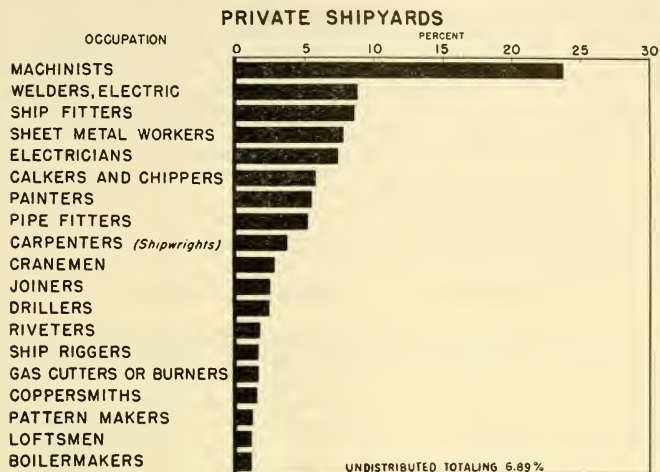
¹ Includes apprentices.

TABLE 8.—*Additional workers needed in shipyards for the construction of U. S. Government vessels by November 1942, by occupations—Continued*

Occupation	Percent	United States total	North Atlantic	South Atlantic	Gulf	Great Lakes	North Pacific	South Pacific
UNITED STATES NAVY YARDS								
Total employees.....	100.00	35,800	23,600	7,000	-----	-----	3,500	1,700
Skilled employees.....	61.25	21,925	14,455	4,287	-----	-----	2,143	1,040
Anglesmiths.....	.04	14	9	3	-----	-----	1	1
Blacksmiths.....	.48	173	115	33	-----	-----	17	8
Boat builders.....	.55	196	130	38	-----	-----	19	9
Boilermakers.....	1.25	449	296	88	-----	-----	44	21
Brakemen.....	.13	46	30	9	-----	-----	5	2
Buffers and polishers.....	.09	31	20	6	-----	-----	3	2
Calkers, wood.....	.15	54	35	11	-----	-----	5	3
Calkers and chippers, iron.....	1.91	682	450	133	-----	-----	67	32
Cement finishers.....	.05	18	12	3	-----	-----	2	1
Chauffeurs.....	.58	206	136	40	-----	-----	20	10
Conductors, railroad.....	.05	18	11	4	-----	-----	2	1
Coppersmiths.....	1.04	373	244	75	-----	-----	36	18
Cranemen (electric).....	.61	220	145	42	-----	-----	22	11
Die sinkers.....	.06	21	14	4	-----	-----	2	1
Drillers.....	1.74	622	411	121	-----	-----	60	30
Electricians.....	4.66	1,667	1,100	325	-----	-----	163	79
Enginemen, hoisting.....	.50	178	117	35	-----	-----	17	9
Enginemen, locomotive.....	.08	29	19	6	-----	-----	3	1
Enginemen, power.....	.19	67	44	13	-----	-----	7	3
Firemen.....	.48	173	115	33	-----	-----	17	8
Flange turners.....	.07	25	17	5	-----	-----	2	1
Forgers, drop.....	.04	14	9	3	-----	-----	1	1
Foundry chippers.....	.31	111	75	21	-----	-----	11	4
Frame benders.....	.04	14	9	3	-----	-----	1	1
Furnacemen, foundry and heater.....	.11	38	25	8	-----	-----	3	2
Gas cutters.....	.43	155	103	31	-----	-----	15	6
Instrument makers.....	.11	40	27	8	-----	-----	4	1
Joiners.....	1.22	438	288	86	-----	-----	43	21
Loftsmen.....	.56	199	131	39	-----	-----	20	9
Machine operators.....	2.00	715	471	140	-----	-----	70	34
Machinists.....	17.46	6,250	4,120	1,222	-----	-----	611	297
Masons, brick or stone.....	.05	18	12	4	-----	-----	1	1
Melters.....	.04	14	9	3	-----	-----	1	1
Millmen.....	.09	31	20	6	-----	-----	3	2
Molders.....	1.13	404	266	79	-----	-----	40	19
Packers.....	.31	111	73	22	-----	-----	11	5
Painters.....	1.76	629	414	123	-----	-----	62	30
Patternmakers.....	.72	257	170	50	-----	-----	25	12
Pipe coverers and insulators.....	.69	248	165	49	-----	-----	24	10
Pipe fitters.....	2.16	774	510	151	-----	-----	76	37
Plumbers.....	.57	205	135	40	-----	-----	20	10
Power house watchmen.....	.08	29	19	6	-----	-----	3	1
Riggers.....	1.32	472	312	92	-----	-----	46	22
Riveters.....	.30	108	71	21	-----	-----	11	5
Sailmakers.....	.33	119	78	23	-----	-----	12	6
Saw filers.....	.16	58	38	11	-----	-----	6	3
Sheet metal workers.....	3.51	1,257	828	246	-----	-----	123	60
Ship fitters.....	3.63	1,303	859	255	-----	-----	127	62
Shipwrights.....	1.46	523	345	102	-----	-----	51	25
Tool makers.....	.67	239	158	47	-----	-----	23	11
Trackmen.....	.08	29	19	6	-----	-----	3	1
Upholsterers.....	.04	14	9	3	-----	-----	1	1
Water tenders.....	.09	32	21	6	-----	-----	3	2
Welders, electric.....	4.12	1,474	972	288	-----	-----	144	70
Welders, gas.....	.62	222	146	43	-----	-----	22	11
Miscellaneous skilled.....	.33	119	78	23	-----	-----	12	6
Semiskilled employees.....	27.50	9,846	6,490	1,926	-----	-----	963	467
Helpers.....	24.38	8,728	5,754	1,707	-----	-----	853	414
Holders-on.....	.29	103	68	20	-----	-----	10	5
Oilers.....	.14	50	33	10	-----	-----	5	2
Rivet heaters.....	.48	172	113	34	-----	-----	17	8
Sand blasters.....	.08	29	19	6	-----	-----	3	1
Miscellaneous semiskilled ¹	2.13	764	503	149	-----	-----	75	37
Unskilled employees.....	7.75	2,775	1,829	542	-----	-----	271	133
Laborers.....	7.75	2,775	1,829	542	-----	-----	271	133
Supervisory employees.....	3.50	1,254	826	245	-----	-----	123	60
Total all yards.....	-----	261,500	146,000	37,900	9,200	4,500	30,100	33,800

¹ Includes apprentices.

ADDITIONAL SKILLED WORKERS NEEDED IN SHIPYARDS ON THE CONSTRUCTION OF U. S. GOVERNMENT VESSELS, BY NOV. 1942



UNITED STATES BUREAU OF LABOR STATISTICS

CHART XI

An inventory of defense labor supply made by the Social Security Board indicates the number of unemployed skilled workers seeking employment in the shipbuilding industry at the present time. This inventory is based on workers registered with 1,500 State employment offices. According to this report the number of registrants for shipbuilding employment was relatively insignificant. Less than 2,400 skilled shipyard workers were registered with State employment offices on November 23, 1940. This number amounts to less than 2 percent of the additional skilled workers estimated as needed in shipbuilding by November 1942, as a result of the United States Government's shipbuilding program. Of course, it may be possible to draw upon skilled workers in other industrial groups, such as construction, to meet some of this need. A substantially larger number of skilled workers in the construction industry were registered with local employment offices in November. A number of these workers, such as riveters and steam fitters, might be utilized by the shipbuilding industry.

The shipbuilding industry will be faced with a tremendous problem in obtaining the necessary skilled workers. This need will undoubtedly be met in part by "upgrading" and by adaptation of existing skills. However, the major part of the labor force will have to be recruited from the outside. The shortage of available skilled workers in this industry is such that most of the new workers will require careful selection and extensive training before they can be utilized effectively in the shipbuilding program.

TESTIMONY OF A. F. HINRICHS—Resumed

Because of this concentration of employment in plants that can accept prime contracts, the active development of subcontracting is of great interest to those who are concerned with migration. The more heavily we rely on prime contractors to do all the work, the more migration will be necessary. So far as possible we should aim to take the work to locations in which we now find workers and equipment rather than to draw workers from great distances to new facilities.

The national defense program is in fact generating two different kinds of migratory movements. The construction of army cantonments and of military and naval bases in areas of sparse population has made it a necessity to assemble construction workers from distant points. By way of example, consider what has happened at Corpus Christi. In connection with a \$24,000,000 contract for the construction of a naval air station and housing units there, a force of construction workers was built up from July to the peak in January, when 8,599 workers were employed. Now, as the work approaches completion, men are being released. In February over 2,000 jobs were terminated.

This migration of construction workers has involved assembling people for relatively short jobs. Many of the army cantonments were started in the late fall and are scheduled for completion this spring. When the construction job is finished, the particular workers who have been involved will have to seek employment in new locations. This type of migration will be less important next year than it has been this. It has produced intense misery, because of the need for building before facilities for the construction workers were provided. The situation in some places has been made much worse by over-migration. Many families are now stranded who did not get jobs.

The Employment Service is equipped to route such workers to jobs in the numbers needed. Working with the unions, a rather good job of recruiting was done at Camp Blanding, in Florida, though living conditions were bad, due to the pressure of the huge work force on inadequate community resources. The Employment Service is now

meeting with some success in North Carolina in routing workers from one construction-job that is finishing to another yet to be done.

INDUSTRIAL JOBS LAST LONGER

Industrial expansion, on the other hand, involves a more permanent settlement of workers. Their employment will last at least for the period of the defense program. This is already projected in dimensions which assure employment for several years.

I am submitting for the consideration of the committee a report prepared by the Bureau of Labor Statistics on the migration of skilled labor in the shipbuilding industry.

(The report above referred to is as follows:)

MIGRATION OF SKILLED LABOR IN THE SHIPBUILDING INDUSTRY

An examination of the applications filed by 2,546 skilled workers hired recently in Atlantic coast shipyards reveals that two-thirds (65.7 percent) of them were obtained locally. (See table 1.) "Locally" means that the individual, at the time of filing application, was from the State wherein the shipyard is located.

TABLE 1.—*Skilled employees hired during the last 6 months of 1940 in selected Atlantic coast¹ shipyards classified according to geographical location at time of filing application*

Location:	Percent
Locally.....	65.7
Adjoining States.....	17.0
Other East Coast States.....	8.2
Central States.....	4.9
Miscellaneous ².....	.9
Not reported.....	3.3
Total.....	100.0

¹ The sample consisted of 2,546 workers hired at the following yards: Boston Navy Yard; Electric Boat Co., Groton, Conn.; New York Shipbuilding Co., Camden, N. J.; Sun Shipbuilding Co., Chester, Pa.; Maryland Dry Dock Co., Baltimore, Md.; Newport News Shipbuilding Co., Newport News, Va.

² Including the Mountain States, Pacific States, Canal Zone; Honduras, and Venezuela.

The study was made during the latter part of 1940 by representatives of the Bureau of Labor Statistics in six shipyards on the Atlantic coast located between Boston, Mass., and Newport News, Va. One of the purposes of the study was to determine the geographical source of skilled workers hired since the shipbuilding expansion program had gotten under way.

Ordinarily over 50 percent of all workers in a shipyard are skilled. Under the tremendous expansion that is taking place in the industry, however, this percentage will be considerably lessened. The skilled force will of necessity be diluted and the duties of certain skilled classifications will be broken down so that the job once done by a skilled worker will be performed by several people of lesser skill.

Where most of the shipyards are located, there are usually other defense industries that are also expanding their personnel. The peak of employment in the shipbuilding industry will not be reached until late 1942 or early 1943. It is logical to conclude, therefore, that the shipyards will continue to draw personnel from outside of their communities and may reach farther afield to obtain their personnel than this study indicates they have been doing.

The Bureau of Employment Security of the Federal Security Agency has made studies recently in a few of the metropolitan areas as to the anticipated future labor requirements for defense work and the availability of such labor. A brief summary of their findings in the areas where ship construction is a factor appears in table 2.

TABLE 2.—*Anticipated future labor requirements for defense work and the availability of such labor in cities where shipbuilding is a factor*

Location	Additional workers required	Date needed	Number of workers	
			Available locally within the commuting area	To be brought in
Atlantic coast:				
Bath, Maine.....	1, 000	September 1941.....	200	800
Portland, Maine.....	5, 000	October 1941.....	4, 200	800
New London, Conn.....	4, 500	December 1941.....	3, 000	1, 500
Philadelphia, Pa.....	168, 000	do.....	108, 000	60, 000
North Jersey (10 counties).....	104, 000	do.....	74, 000	30, 000
Gulf coast:				
Mobile, Ala.....	5, 850	do.....	3, 050	2, 800
Orange, Tex.....	2, 500	May 1941.....	500	2, 000
Pascagoula, Miss.....	2, 600	December 1941.....	2, 000	600
West coast:				
Seattle, Wash.....	22, 000	do.....	13, 000	9, 000
Vallejo, Calif.....	12, 000	May 1942.....	2, 000	10, 000
Great Lakes: Manitowoc, Wis.....	1, 800	February 1942.....	900	900

Source: Bureau of Employment Security.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. An examination of applications filed by more than 2,500 skilled workers recently hired in Atlantic coast shipyards reveals that somewhat more than one-third of the workers came from States other than that in which the shipyard is located. Shipyards are usually located where other defense industries are also expanding their personnel. The peak of employment in the shipbuilding industry will not be reached until late 1942 or early 1943. We must expect, therefore, that shipyards will continue to draw personnel from outside of their communities and may reach farther afield to obtain their personnel than they have been doing.

In discussing probable migration to specific communities, great care must be exercised lest the statement itself produce useless migration. There is grave danger that the mere statement that workers will be needed from outside any given community will precipitate a flood of jobseekers to that community. We must remember that there are still large numbers of unemployed. The census reports for March 1940 indicated about 5,100,000 people seeking work. There were about 2,900,000 on various emergency work projects, without counting the N. Y. A. student work program. In addition to these unemployed workers there are also large numbers of workers "backed up" on the farms, who will be drawn into industrial employment when the opportunity affords. Since then we have drawn somewhat more than 2½ million people into nonagricultural employment or into the military forces. There has probably been a net increase in the working population. We may safely assume that unemployment has been reduced by about 2,000,000 over the year, but that there are still at least 6,000,000 persons unemployed.

Under these conditions any indiscriminate advertising of job opportunities is likely to produce a flood of applicants. America is a Nation on wheels. Wherever jobs are available, men will find a way

to get there. The need is for skilled workers or for men with experience in the operation of machines in the defense industries. By and large, there is no justification at the present time for a large migration of unskilled workers.

We shall need a guided migration of many thousands of workers to man defense industries. But it must be guided. Mr. Knudsen has addressed a letter to holders of defense contracts, requesting them not to engage in recruiting activities outside of their own communities, and not to advertise for workers, whether locally or otherwise, without first consulting the Employment Service. The Employment Service is the only agency in the country with facilities to guide this movement so that the number of workers brought to a community will approximate the number needed.

At the present time any widespread advertisement of a prospective need for workers induces a migratory movement many times as large as that which is justified by the prospective economic development. Furthermore, we need at this time to make plans for the supply of workers which will be needed in various communities by the end of this year. A statement at this time that a certain number of workers will be needed at some time in the future is likely to induce an immediate movement of jobseekers who will have to wait for many months before the prospective jobs actually develop.

I point this out at some length because I do not wish my subsequent statements to lead people to go, for example, to San Diego, Seattle, or Wichita, looking for work. Unless they move after learning of job openings from the Employment Service or the prospective employer, they are more likely than not to be sadly disappointed. Only a truly skilled worker—a craftsman—has a good chance of being employed at the factory gates. The need for craftsmen is so great that they need not travel in the hope of getting a job. They can now arrange to be offered a definite job opening before they leave home.

With these qualifications I submit a memorandum on labor requirements in Wichita, Kans.

(The memorandum above referred to is as follows:)

LABOR NEEDS IN WICHITA, KANS.

To meet the scheduled operations of airplane manufacturers in Wichita, Kans., an additional 10,000 workers will be needed by the end of 1941. Of these, about 33 percent will need to be skilled and about 51 percent semiskilled. Professional, clerical, and maintenance employees will account for slightly over 7 percent of the total, and the remaining 9 percent will be unskilled workers. The strain which such a demand for new workers will put on the local labor market can readily be seen when this is compared with the situation in 1937. At that time, all manufacturing industries in the whole State of Kansas employed only 34,000 wage earners, of whom slightly over 4,000 were employed in Wichita.

The airplane plants in Wichita have more than trebled their employment since last summer. At the end of May 1940, they employed a total of about 1,500 people; by the first of this year, employment was up to 4,700.

Of the men hired since last June only a third had worked in airplane plants. Almost half had had neither experience nor training directly connected with aircraft, and many of them were drawn from nonmanufacturing industries. About 20 percent had had some vocational training in preparation for their jobs. Wichita has a first-class refresher training program capable of turning out about 300 semiskilled workers per month, but the local supply of eligible applicants is running low.

The distribution of employees by skill, both at the January level of operations and as anticipated at the 1941 peak, is shown in the following table:

	January 1941		1941 peak		Additional requirements	
	Number of employees	Percent	Estimated number of employees	Percent	Estimated number of employees	Percent
All employees.....	4, 733	100. 0	15, 207	100. 0	10, 474	100. 0
Skilled.....	2, 013	42. 5	5, 434	35. 7	3, 421	32. 7
Semiskilled.....	1, 365	28. 8	6, 688	44. 0	5, 323	50. 8
Unskilled.....	421	8. 9	1, 379	9. 1	958	9. 1
Professional.....	277	5. 9	444	2. 9	167	1. 6
Clerical.....	514	10. 9	961	6. 3	447	4. 3
Maintenance.....	143	3. 0	301	2. 0	158	1. 5

The local supply of professional, semiprofessional, skilled, and certain semiskilled workers has been practically exhausted; the State supply nearly so. The men who have been hired since last June have been mostly drawn from Kansas, Oklahoma, Texas, Arkansas, and Missouri. In January there were registered in the State employment offices of these five States about 2,500 men who had had experience in aircraft or in other industries requiring comparable skills and another 1,500 in the neighboring States of Iowa and Arkansas.

It is probable that between 6,000 and 7,000 workers, principally technical, skilled, and semiskilled, will have to be brought into Wichita from beyond the commuting area during the next 7 or 8 months. Many of these, especially the technical and skilled workers, will have to come from other States.

TESTIMONY OF A. F. HINRICHS—Resumed

MR. HINRICHS. In this city [Wichita, Kans.] manufacturers anticipate a need for more than 10,000 additional workers before the end of 1941. The magnitude of this demand can best be visualized by comparing it with manufacturing employment in 1937. At that time all manufacturing industries in Kansas employed only 34,000 wage earners, of whom slightly over 4,000 were employed in the city in question. The airplane plants in this city have more than quadrupled their employment since last summer. At the end of May 1940 they employed a total of about 1,500 people, and by the beginning of this month employment was up to 6,100. The city has a first-class refresher training program capable of turning out about 300 semiskilled workers per month. In the locality the supply of eligible applicants for training is running low.

The magnitude of the migratory movement depends entirely upon the way in which the program is handled. If the need for workers in this community is broadcast without careful qualification, a large migration may be induced to a community which has already made plans for covering its labor requirements.

TWO AREAS ON COAST

I present similar detail for two industrial areas on the Pacific coast that have been drawing heavily on workers from outside of the areas in the past and will undoubtedly continue to do so.

(The first of the two prepared analyses above referred to is as follows:)

LABOR NEEDS IN SEATTLE-TACOMA

More than 30,000 additional workers will be required by the end of 1941 in the aircraft and shipbuilding industry in the Seattle-Tacoma industrial area as a result of expanded production schedules. In the aircraft industry, most of the additional workers will be needed on the assembly line where newly hired workers are required to have only slight experience and preliminary training. In the shipyards, almost half of the additional jobs will require skilled workers, about 30 percent semiskilled, and about 20 percent unskilled.

An indication of the significance of this demand on the labor market is gained by comparing it with total factory employment in the area, including those working in one of the navy yards. In 1937 this total was 43,200 for such wage earners. By January 1941 this total had risen to 59,800, an increase of almost 40 percent. The anticipated increase during 1941 in aircraft and shipbuilding alone will raise total employment in factories in the area to over twice the 1937 level. This estimate makes no allowance for increased employment in trade and service establishments nor in other manufacturing industries.

Against this picture of demand for additional workers, we find the supply of skilled and semiskilled workers in the local market practically exhausted. In the entire State of Washington less than 1,500 persons were registered on the active file of the State employment service in defense occupations in January 1941.

In cooperation with the employment service and vocational school authorities, an adequate training program appears to be under way to fill the aircraft plant requirements, provided that a sufficient supply of trainees is available. A training school is being conducted jointly by the United States Navy and the State department of vocational education for the navy yard. Practically all personnel for the navy yard is being secured through civil service and, up to now, it has been possible to fill all job openings with the exception of shipfitters and loftsmen.

The aircraft industry, in this area, expects no great difficulty in finding sufficient applicants to train through the vocational courses. The supply is maintaining itself because of a continuous influx of job seekers from other areas. The greatest difficulties will be faced by the shipyards in recruiting the needed skilled and semiskilled workers. Here we may expect a sizeable in-migration of workers.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. The Seattle-Tacoma area has both an aircraft and shipbuilding industry. Production schedules in these two industries call for an additional 30,000 workers by the end of 1941. In 1937 total factory and shipbuilding employment in the area was 43,200; by January of 1941 this total had risen to 59,800. The increases projected for 1941 will raise this total to twice the 1937 level.

The supply of skilled and semiskilled workers in the local market has been practically exhausted. The aircraft industry expects to be able to find sufficient trainees for vocational courses. The supply of such workers is maintaining itself because of a continuous influx of job seekers from other areas. Greater difficulty will be encountered by the shipyards in recruiting skilled and semiskilled workers. It will probably be necessary to call upon workers from outside areas.

The training program developed through the cooperation of the Employment Service and the various vocational schools appears to be adequate to cover the aircraft requirements. The navy yard is conducting a training school. The navy yard personnel is being recruited through civil service and up to now it has been possible to fill all job openings with the exception of shipfitters and loftsmen.

The second Pacific coast city, with reference to which I am submitting a separate memorandum, is San Diego.

(The memorandum above referred to is as follows:)

LABOR NEEDS IN SAN DIEGO

Approximately 20,000 additional workers will be required by aircraft plants in San Diego, Calif., within the next 12 months. About 60 percent of the jobs will call for semiskilled workers, about 15 percent skilled, and 25 percent unskilled. Practically all of the skilled and semiskilled will have to be brought into the area from other parts of the State or from outlying States, since there are currently available almost no qualified workers in the area. The aircraft companies expect to recruit as much as 50 percent of their labor needs in the Middle West and Eastern States.

Total factory employment in San Diego in 1937 was 7,400. By January 1941 employment had increased one and one-half times, to more than 19,000. The anticipated increase in aircraft plants during 1941 is equal to the present total factory employment in the area.

In addition to four aircraft plants, new plants which will begin production shortly include an airplane-engine plant, a parachute factory, and a plant for the production of self-sealing gasoline tanks. These new plants will further increase the pressure on the local labor market.

At the end of January there were only 581 persons in the area registered with the employment service as qualified and available for placement in defense occupations. Less than half were qualified for jobs in aircraft production. Nine unions of skilled workers in this city report only 12 of their 4,900 members unemployed.

Training facilities in the area can make available 13,000 workers during the year if an adequate supply of labor for training purposes can be recruited. Actually, the present supply of trainees will be exhausted by the end of March and future trainees will have to be imported.

Specific shortages exist in supervisory and in certain skilled occupations—machine operators, sheet-metal workers, and inspectors principally. The continuous influx of job seekers from other areas has been sufficient up to the present to meet the demand for semiskilled and unskilled workers. It is entirely likely that as many as 15,000 workers will have to be brought into this area within the next 12 months.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. This city [San Diego, Calif.] is more heavily dependent upon the aircraft industry. Within the next 12 months, it is anticipated that 20,000 additional workers will be required. Total factory employment in this city in 1937 was 7,400 and by January 1941 had increased to 19,000.

In addition to four aircraft plants, new plants which will begin production shortly include an airplane engine plant, a parachute plant, and a plant for the production of self-sealing gasoline tanks.

The area has been drawing heavily upon workers who have come in from other parts of the State or from outlying States, and will probably continue to do so. I understand that they are planning to cover as much as half of their labor needs in the Middle West and eastern States. The training facilities in the area can make available about 13,000 workers during the year if an adequate supply of labor for training purposes can be recruited. It appears that by the end of March it will be necessary to bring future trainees to this area from other parts of the State or do the training elsewhere and import the workers.

I am further submitting for the consideration of the committee a brief memorandum dealing with labor requirements in Washington, D. C.

(The memorandum above referred to is as follows:)

LABOR NEEDS IN WASHINGTON, D. C.

More than 30,000 workers were added to the Federal pay roll in the District of Columbia in the 8 months, May 1940 to January 1941. This brought Federal civilian employment in the District, including the executive, legislative, and judicial services, to 165,000. In addition, there were in the District in January close to 4,000 military officers and over 6,000 enlisted men.

No very satisfactory estimates of future needs can be compiled because of the fact that the personnel needs of defense agencies are contingent upon so many unforeseeable developments. The current picture changes very rapidly by reason of pending legislation and other factors affecting the defense program. The latest estimates that have been made on the basis of programs now approved indicate that 14,500 additional civilian employees will have been hired by defense agencies in Washington between February 1 and June 30 of this year, and that another 12,300 will be taken on during the fiscal year ending June 1942. The distribution of these employees by agency is shown in the table below.

Agency	Estimated number of new positions	
	Feb. 1 to June 30, 1941	July 1, 1941, to June 30, 1942
All agencies.....	14,458	12,283
Navy Department.....	6,100	6,000
Navy yard ¹	4,000	4,000
Other.....	2,100	2,000
War Department.....	4,732	2,712
Other defense agencies.....	3,626	3,571

¹ Includes naval torpedo station at Alexandria.

Except for the navy-yard workers, the bulk of these employees will fall in the lower CAF grades, with salaries ranging from \$1,440 to \$1,800 per annum. On the basis of the personnel needs of the War and Navy Departments, the average (median) salary of all new departmental employees will be about \$1,568 per year. It is not unlikely that two-thirds of these employees will be women. The personnel needs of the navy yard are predominantly for skilled and semiskilled men. Skilled employees, with annual incomes between \$2,000 and \$2,600, will account for probably half of the total.

The Census Bureau will be releasing employees, but these will probably no more than balance unforeseen additions in other defense agencies.

Because of the apportionment provisions of the Civil Service Act the majority of the new personnel taken on by the defense agencies come from outside the commuting area of Washington. The Washington Navy Yard and the naval torpedo station at Alexandria, as part of the field service, are not subject to the apportionment provisions, but the local supply of qualified personnel has been exhausted. They have experienced much difficulty in recruiting the 200 workers per week which they planned to hire, and about three-quarters of those taken on in recent months have come from outside the District.

By June of this year the increase in Federal workers will have raised employment in the District by more than 10 percent. The consequent boost in population in Washington and its immediate vicinity in turn creates a demand for more workers in retail trade and the various service fields. These workers, however, will probably be available within the commuting area.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. It appears that about 14,500 civilian employees will be needed by defense agencies between February 1 and June 30 of this year, and another 12,300 will be taken on during the fiscal year ending June 30, 1942. A substantial proportion of these new employees will be women. Because of the apportionment provision of the Civil Service Act, the majority of the new personnel taken on by the defense agencies must come from outside the commuting area of

Washington. While the Washington Navy Yard and the Naval torpedo station at Alexandria, Va., are not subject to the apportionment provisions, they also will have to hire workers from outside the District. About three-quarters of those taken on in recent months have come from outside this area.

Finally, I am submitting for the consideration of the committee a memorandum on labor turn-over in the aircraft industry, to illustrate the relationship between the labor turn-over and migration. Similar studies might be prepared for other industries.

(The memorandum is as follows:)

LABOR TURN-OVER IN THE AIRCRAFT INDUSTRY AS A FACTOR IN INTERSTATE MIGRATION OF WORKERS

The key industry in the defense effort, aircraft manufacture presents a striking example of internal migration of workers, induced by defense expansion. Employment within the aircraft industry, exclusive of those plants making only aeroengines and propellers, more than doubled in 1939 and again in 1940. By October 1941, it is expected to be about 10 times as great as at the beginning of 1939. Wage earners totaled 25,000 in January 1939, 64,000 in January 1940, and 141,000 in January 1941, and by October 1941 should reach approximately 250,000.¹

This enormous expansion has presented serious problems in the procurement of adequate labor forces. In the early stages, skilled workers were obtained with little difficulty among the unemployed or underemployed of the industrial areas. Later, skilled technicians were absorbed from other industries.

Quit rates—the number of voluntary separations per 100 employees on the pay roll—began to rise substantially during the last quarter of 1939. The chart shows a steady increase in quit rates until September 1940. They declined during the next 3 months but again advanced in January 1941.

The quit rate for the industry (see table 1) amounted to only 72 per 10,000 workers employed in January 1939. It has now risen to 244, the highest for any of the defense industries. A year ago, when the quit rate was 138, it signified that only about 900 employees were leaving their jobs voluntarily each month. In January 1941 with both a larger number of workers and a higher quit rate nearly 3,500 workers were quitting aircraft plants each month presumably to find jobs in other plants within the industry. Actually, at the present time, one in every four persons taken onto the pay roll is to replace a quit.

TABLE 1.—*Employment, earnings, and labor turn-over in the aircraft industry*

	January 1939	January 1940	January 1941	Estimated maximum, 1941
Total wage earners.....	25,200	63,700	140,900	250,000
Average weekly hours.....	41.7	41.5	44.7	.....
Average hourly earnings (cents).....	76.8	74.1	77.6	.....
Average weekly earnings.....	\$31.61	\$29.21	\$34.13	.....
Quit rate ²	0.72	1.38	2.44	.....

¹ Excluding subcontractors, aircraft engines, and parts and accessories.

² Rate per 100 employees on pay roll.

Source: Bureau of Labor Statistics.

Earnings of aircraft workers have improved. On the average, hourly earnings are 77.6 cents or 2.5 cents higher than a year ago. Hours have increased from 41.5 to 44.7 and weekly earnings from \$29.21 to \$34.13.² These industry averages, however, fail to point up the intense competition for workers and its effect on the earnings of individual workers. The expansion is only possible by a rapid up-grading of workers within the industry. Plants that are not equipped to advance their own workers stand to lose them to other establishments.

¹ Wage earners only. Does not include technical, professional, or clerical personnel.

² Earnings were lower in 1940 than 1939 because of the growth of plants in low-wage areas and the beginners wage of 50 cents per hour in many plants.

Table 2 shows that in individual plants located in the Pacific coast area, average hours varied in January, 1941 from 52.3 to 33.1, hourly earnings range from 70 to 88 cents, and weekly pay envelopes ranged from \$45.62 to \$29.29. On the Atlantic seaboard, hours ranged from 54.1 to 27.4 and weekly earnings from \$44.20 down to \$14.71. In the other areas, hours varied from 54.5 to 35.6 and weekly earnings from \$38.40 to \$18.86.³

TABLE 2.—Hours, earnings, and quit rate in individual aircraft plants by region, January 1941

Region	Average hours per week, January 1941	Average hourly earnings, January 1941	Average weekly earnings, January 1941	Quit rate (per 100 on pay roll)	
				January 1941	December 1940
Pacific coast:		<i>Cents</i>			
Plant No. 1	52.3	87.2	\$45.62	1.31	2.01
Plant No. 2	47.5	83.3	39.57	3.85	2.38
Plant No. 3	45.2	83.4	37.65	1.94	1.39
Plant No. 4	45.5	80.1	36.42	1.40	1.13
Plant No. 5	45.7	76.9	35.14	3.62	2.80
Plant No. 6	50.0	69.1	34.54	3.28	3.08
Plant No. 7	47.0	73.1	34.35	2.75	1.58
Plant No. 8	45.0	75.1	33.85	(1)	(1)
Plant No. 9	44.5	75.4	33.56	1.81	1.86
Plant No. 10	45.6	71.9	32.79	5.73	3.30
Plant No. 11	42.4	75.5	32.00	2.17	1.94
Plant No. 12	41.5	70.8	29.38	3.42	1.43
Plant No. 13	33.1	88.4	29.29	2.12	1.26
Atlantic coast:					
Plant No. 1	49.6	89.2	44.20	.82	.80
Plant No. 2	54.1	79.5	43.03	(1)	(1)
Plant No. 3	51.8	79.9	41.39	1.01	1.61
Plant No. 4	50.5	79.4	40.09	1.01	1.53
Plant No. 5	39.2	91.4	35.81	(1)	(1)
Plant No. 6	44.9	75.1	33.68	(1)	(1)
Plant No. 7	39.9	83.8	33.41	(1)	(1)
Plant No. 8	42.5	74.9	31.87	(1)	(1)
Plant No. 9	40.0	79.4	31.74	(1)	(1)
Plant No. 10	45.2	69.9	31.59	(1)	(1)
Plant No. 11	43.4	72.8	31.56	(1)	(1)
Plant No. 12	37.0	83.7	30.96	(1)	(1)
Plant No. 13			29.79	3.42	2.85
Plant No. 14	37.9	70.3	26.61	(1)	(1)
Plant No. 15	42.3	58.9	24.89	(1)	(1)
Plant No. 16	43.1	56.0	24.12	2.96	1.53
Plant No. 17	40.2	55.3	22.23	4.58	6.16
Plant No. 18	27.4	80.7	22.13	2.06	1.15
Plant No. 19	33.6	43.8	14.71	5.69	3.74
Other:					
Plant No. 1	51.0	75.2	38.40	2.73	2.48
Plant No. 2	44.1	74.0	32.87	(1)	(1)
Plant No. 3	36.8	84.4	31.08	(1)	(1)
Plant No. 4	47.5	62.0	29.46	(1)	(1)
Plant No. 5	41.2	70.3	28.98	3.83	1.42
Plant No. 6	54.5	50.7	27.63	5.25	4.75
Plant No. 7	41.7	65.9	27.46	2.31	1.15
Plant No. 8	45.3	59.1	26.79	19.41	16.16
Plant No. 9	36.9	69.2	25.53	(1)	(1)
Plant No. 10	38.7	61.3	23.74	8.44	(1)
Plant No. 11	41.0	52.3	21.41	(1)	(1)
Plant No. 12	35.6	60.0	21.37	(1)	(1)
Plant No. 13	41.9	49.2	20.65	(1)	(1)
Plant No. 14	39.3	52.1	20.50	(1)	(1)
Plant No. 15	37.1	50.9	18.86	2.70	5.41

¹ Not available.

Quit rates tend to be highest in those plants with the lowest weekly earnings, whether because of low wage rates or short hours. In general where weekly earnings are the same the quit rate is lower in the plant with the higher hourly earnings. Comparisons made during a particular month are not as exact as might be hoped, for workers apparently are quick to anticipate reductions in hours and to shift to plants where prospects are more favorable. Personnel policy, furthermore, has an important bearing on the quit rate.

³ Plants making nonmilitary aircraft are included in these averages.

That the migration of aircraft workers will continue in the immediate future is suggested by the projected expansion program. The maximum 1941 employment at the site of final assembly for the industry will be reached in October, with an estimated total of 321,550 productive and nonproductive employees. This figure excludes approximately 72,700 workers that will be engaged in producing aircraft engines and an estimated 150,000 workers in firms with subcontracts to furnish parts and assembly units for primary contractors. In addition it is estimated that about 50,000 workers will be engaged in the production of accessories. Hence a total of upward of 600,000 workers will be required for aircraft production before the end of the year.

TABLE 3.—*Monthly labor turn-over rates (per 100 employees) in the aircraft industry, 1940-41*

Class of rates	Jan. 1940	Feb. 1940	Mar. 1940	Apr. 1940	May 1940	June 1940	July 1940	Aug. 1940	Sept. 1940	Oct. 1940	Nov. 1940	Dec. 1940	Jan. 1941
Separations:													
Quits.....	1.41	1.81	1.57	2.02	2.25	2.55	2.98	3.07	3.38	2.57	2.22	2.17	2.87
Discharges.....	.73	.37	.42	.40	.35	.40	.44	.39	.37	.36	.47	.38	.45
Lay-offs ¹	1.89	4.20	2.20	.27	.09	.11	.15	.30	.37	1.72	.68	.37	.33
Total.....	4.03	6.38	4.19	2.69	2.69	3.06	3.57	3.76	4.12	4.65	3.37	2.92	3.65
Accessions:													
Rehires.....	.27	1.01	.51	1.94	.82	.13	.15	.15	.16	.34	.86	1.01	.68
New hires.....	8.39	5.91	8.38	8.20	10.95	13.14	12.25	7.76	9.58	11.42	9.47	7.62	11.49
Total.....	8.66	6.92	8.89	10.14	11.77	13.27	12.40	7.91	9.74	11.76	10.33	8.63	12.17

¹ Including temporary, indeterminate, and permanent lay-offs.

TESTIMONY OF A. F. HINRICHS—Resumed

Mr. HINRICHS. The "quit" rate has risen from 72 per 10,000 workers in January 1939 to 244 in January of this year. Whereas a year ago, only about 900 employees were leaving their jobs voluntarily each month, this year, with a larger number of workers and a higher quit rate, nearly 3,500 workers were quitting aircraft factories each month, presumably to find other jobs within the same industry.

A high level of quit rates tends to stimulate the migration of workers because it means that the number of persons hired is larger than it would otherwise be. At present about one in every four persons taken on the pay roll of aircraft factories is to replace a quit. It also increases the total number of workers needed because many thousands of man-hours are lost by men between jobs.

You will find, in the tables of quit rates by plants, indications that quit rates are highest in those plants with the lowest weekly earnings, whether because of low wage rates or short hours. In general, where weekly earnings are the same, the quit rate is lower in the plant with the higher hourly earnings. Quits are dependent not only on wage rates and earnings, but also upon other aspects of personnel policy.

In this connection, I wish to call the attention of the committee to the efforts of the Shipbuilding Stabilization Committee of the Labor Division of the Office of Production Management. This committee is seeking through various devices to effect changes in policy which will reduce turn-over in the shipbuilding industry. Similar committees are likely to be established in other defense industries during the course of the defense effort. To the extent that they are successful, they will reduce the quit rate and hence will reduce the excessive pull of large hiring rates on migrant workers.

In connection with all estimates of the need for migration, one must bear in mind that it depends partly upon the hiring habits of

employers. The airplane industry has never employed many women. Their more extensive employment in jobs similar to those in other industries in which women have demonstrated exceptional capacity would reduce the need for migration. Prejudice against the employment of Negroes creates an apparent shortage of labor in some communities sooner than would otherwise be the case. Finally, prejudice against the employment of aliens in nondefense industries means that one can find an acute shortage of skilled workers at the same time that skilled aliens are available in the community. And all these factors, minimizing use of the local labor supply, stimulate by just that much the demand for further migration.

Mr. ARNOLD. You made an estimate, late in 1940, that 6,000,000 people would be employed by December of 1941. You probably now have figures showing how many have been reemployed. Would you revise that estimate and anticipate that more than 6,000,000 would be reemployed or put back to work by December 1941?

Mr. HINRICHs. I should not revise the estimate. I would not estimate that more than 6,000,000 would be employed. The original estimate was five to six million, which meant, by the end of this year, approximately 40,000,000 people would be employed in nonagricultural employment, as against 37½ million in December of 1940. That is the 5,000,000 figure and that seems to me at least a still reasonable expectation.

The CHAIRMAN. Most of that reemployment is in armament-producing industries—that is, 40 as against 37—about half of it?

Mr. HINRICHs. The center of that reemployment, or increase of employment, is, of course, going to be in the armament industries. There is necessarily, however, going to have to be an increase in employment in industries producing consumer goods, in trade, transportation, and in other facilities.

RAW-MATERIAL SHORTAGES

Mr. ARNOLD. You have some unemployment, or change in employment, for instance, with respect to aluminum consumer goods. Can you tell us whether or not there is anything being done about that situation to take care of changes in employment of that kind?

Mr. HINRICHs. You mean, essentially, the decreases in employment that might occur because of shortages of raw materials?

Mr. ARNOLD. Yes.

Mr. HINRICHs. I believe that matter is under careful study in the Office of Production Management, not only in the Labor Division, but in other divisions as well. I think there is the hope, in the first instance, that it may be possible to utilize existing equipment for processing of aluminum products. In some instances a plant which has been making a product for which aluminum may no longer be available in the quantities desired can turn its facilities and existing workers over to the expanding need of aluminum processing for the defense industries. I think, in the second place, very careful study is being given to the relationship between the quantity of a scarce material which is being used or is to be used, and the quantity of employment it produces so that, in general, one would favor those uses which are making relatively small drafts on the raw material, in order to maintain employment in general at the maximum.

I think some dislocation is inevitable. It certainly has occurred in every European country.

SAN FRANCISCO BAY AREA

The CHAIRMAN. In this break-down, table No. 2, Anticipated Future Labor Requirements for Defense Work and Availability of Such Labor in Cities Where Shipbuilding is a Factor (see p. 4484), I would like to call your attention to the city of Vallejo, Calif., where you set forth that 12,000 additional workers will be required by May — 1942, is it?

Mr. HINRICHS. May 1942; yes.

The CHAIRMAN. And available locally, 2,000; to be brought in, 10,000—making a total of 12,000. Now you have no break-down of the San Francisco Bay area, have you? Is that just limited to Vallejo alone?

Mr. HINRICHS. I think that refers to Vallejo alone, yes.

The CHAIRMAN. You see, we have several important shipyards in the San Francisco Bay area, and the reason I am interested in it is simply this, that the Navy Department discouraged people from coming out in that area to put up new plants, on the ground they did not have the workers and they were fearful they would be taken from the Vallejo Navy Yard. Anyway, that is just a survey of the needs of Vallejo?

Mr. HINRICHS. That is correct.

The CHAIRMAN. And you have there a total of 2,000 available locally, so 10,000 will have to be brought in?

Mr. HINRICHS. Yes.

The CHAIRMAN. You have not any figures for the San Francisco Bay area shipyards?

Mr. HINRICHS. Not on this basis; no. We could give you an estimate of the additional workers that are going to be required in all of those yards; as a matter of fact, I believe you will find it in the report which I submitted to the committee. But, so far as I know at this moment, the survey has not been completed on the number of workers who can be trained locally throughout that area, and that was basic to our work. Such a study, I know, is now being conducted, and when it is complete, will become available for the committee. Yesterday I know it was not available; whether it is this morning, or will be this week, I do not know.

The CHAIRMAN. If it is, we would deeply appreciate having it.

CONTROL OVER WAGES

Dr. LAMB. If the Shipbuilding Stabilization Committee sets the maximum wages for the shipbuilding industry, how would the private employer be controlled from further upbidding the wages; what would be the machinery?

Mr. HINRICHS. If I understand your question correctly—and I am speaking from hearsay, because that matter is being handled in the Office of Production Management—the effort is to arrive at a regional uniformity of rates under collective agreements. Collective agreements tend to perpetuate themselves for considerable periods of time, without intervening revisions, whereas the upbidding that you generally find is the thing that happens from day to day and, since there is no

special advantage to be gained at this time by competitive bidding as a source of supply, I should suppose that the machinery of the collective agreement itself would operate as a restraining force.

I have not heard any suggestion that it should be made compulsory that no more than the agreed rate should be paid.

Dr. LAMB. The experience of the last war, I believe, with a similar Shipbuilding Stabilization Committee, was a tendency for workers to move, even after the uniform wage for the entire industry had been established. Finally complete uniformity was worked out, but upbidding then began in terms of other advantages than mere wages.

Mr. HINRICHS. I am sorry; I believe it is true that a completely uniform wage scale was never put into operation. They were hovering on the brink of a national agreement at the close of the war.

Dr. LAMB. Yes.

Mr. HINRICHS. We did find that regional agreements, in and of themselves, were inadequate, and I do not suppose any method can be devised that will completely eliminate that movement of free workers to free employers. I think, however, it undoubtedly is possible to take substantial steps in the development of greater stability than characteristically prevails.

Dr. LAMB. Is it likely that another industry soon to be put under the stabilization plan would be aircraft; are they next in line, would you say?

Mr. HINRICHS. I am sorry; I do not know, and the inclusion of that statement in my remarks was without consultation with the Office of Production Management, and without knowledge of their plans. I simply look at the general situation and assume, if the program works in the shipbuilding industry, it is inevitable that it should be expanded to other industries. I do not know what industry would be likely to come next. The quit rate in airplanes is high; I know that.

TRAINING IN AIRCRAFT MANUFACTURE

Dr. LAMB. To turn to another subject, but one somewhat related, the question of training workers, young people, for the airplane industry: You suggested there was a considerable flow of those people from schools at which they were trained, sometimes over a long distance. What sort of machinery has been set up or is being set up for controlling that? Is any check kept on such migration, to show who are being trained and where they are going, or receiving orders to go?

Mr. HINRICHS. Let me take that in two bites, if I may. First, on the check of migration, I do not know of anything that can be done positively to check the migration of workers until one resorts to some such practice as has been used in some of the European countries, of placing workers in defense industries only through the employment service. That time has not yet arrived in this country, and may not arrive. The efforts that have been made to check or curb migration are rather efforts to avoid stimulating migration. Knudsen's letter, by way of example, which can be no more than a request that there shall be no advertisement, is very significant. Government agencies throughout the country now are fairly well familiar with the facilities of the Employment Service and, at any time anyone asks for advice of any governmental agency, he is almost necessarily going to be referred to the Employment Service for information.

Now, as to the machinery for coordinating that work, it has seemed to me, as I have followed it from day to day and from month to month, that there is a constant improvement in the coordination of the work of the various agencies of the Federal and State Governments that are concerned with estimating the labor requirements, with discovering the availability of a supply of workers, and with responsibility for the training of workers. That work is not only being better integrated from day to day within the Federal Government, but also there is increasingly active cooperation on the part of the employers. While I cannot speak with absolute assurance on the Wichita situation, I understand in Wichita a program for the recruiting of the 10,000 workers, that I indicated is needed, has been fairly fully worked out. I could not confirm that sufficiently to say with assurance that the need is fully covered in terms of the existing plans.

There are many communities in which that sort of coordinated planning between employers and Government agencies has been worked out, so that prospective needs are largely covered. Under those conditions, your migration takes place normally through the clearing services of the Employment Service, and you move workers in response to known needs. This does not mean, necessarily, that every time you move John Jones he gets a job. He may be disqualified when he gets there. But there is a strong presumption that a man tested at the point from which he is moving, known to the agencies there, is going to be an acceptable candidate when he arrives at the employer's door.

INFORMATION OFFICES

Dr. LAMB. Would you say a considerably larger number of information offices is needed, to be scattered around the country, to supply the person who might otherwise be inclined to move a long distance in search of a job?

Mr. HINRICHs. That question ought to be addressed to the Employment Service. They maintain at the present time a large number of full-time offices, and a very large number of part-time offices in small communities, where the office is open only a single day in a week. My impression has been that such offices are fairly accessible to all workers in the country at the present time.

There undoubtedly is going to be need for the development of some new offices, not so much as information centers—I do not know about that—but there will be need for the development of new offices to service some of these major enterprises by getting an office closer to the locality in which jobs are being offered. In that sense, I know there will be some demand for new offices, or the relocation of offices.

Dr. LAMB. I was thinking of the worker's need of going to a designated place in his own community for information before moving.

Mr. HINRICHs. The special need, I should say, is not so much for more offices; although there may be such a need, I do not know of it; but there is a very definite need of a continuing drive—call it “publicity,” “propaganda,” or what you will—to make the workers aware of the services which are available through the Employment Service. And I think probably, in all fairness, one must say always there is a corresponding need for a still further improvement in the quality of the service rendered in many of the employment offices, which, as you know, are not Federal offices, but are State offices.

Some of them are superb and others need to be improved substantially before they will fully meet the need. You have to give good service and intelligent service if you are going to have people come to you, either looking for jobs or offering to accept your referrals.

Dr. LAMB. Does not the existence of the purse string give the Federal Government an opportunity, particularly in a period of emergency, to encourage the State service to rapid improvement?

Mr. HINRICHs. I can only give you my impression. My impression of the work is that it has not been possible adequately to control the State services, although my understanding is that at the present time magnificent cooperation is being offered. It is not a purse-string control, as I understand it; it is a voluntary gift offering in the interest of national defense.

Dr. LAMB. Yesterday a number of witnesses discussed the disruption of the local labor markets by the use of the automobile. That would seem to raise the question whether, if the local labor market is to be controlled, with particular reference to one or another defense industry in that market, it is not necessary to control it on an industry-wide basis. What do you think about that?

Mr. HINRICHs. I am very sorry; I do not understand the implication of your question. What do you mean by controlling industry or controlling the labor market?

Dr. LAMB. With particular reference to controlling the work of the Employment Service, again, where you have a situation as, for example, in Hartford or Bridgeport, where workers are said to be commuting over distances of 75 to 100 miles. They are coming in there by automobile to take jobs for which they unquestionably are qualified. If the Employment Service had been able to discover workers nearer by, or to transfer them from other parts of the metal industries, for example, in that area, the need for commuting over a distance of 100 miles would seem to be eliminated, would it not?

Mr. HINRICHs. Yes; certainly. If I understand you correctly, I think the only way in which you can get a coordinated treatment of the problems of supplying workers is through an agency, such as the Employment Service, that serves or is prepared to serve not only the entire industry but all of the industries of the community, and a breadth of coverage is essential if the system is going to work at all.

TRANSFERENCE INTO DEFENSE

Dr. LAMB. I was raising the question rather with respect to transfers between units within the same industry, say from nondefense to defense jobs, of workers available within a limited region.

Mr. HINRICHs. You are thinking of something such as the British system, of actually effecting the transfer of John Jones from a nonessential industry to work in a defense industry?

Dr. LAMB. Yes.

Mr. HINRICHs. So far we have made very little approach to an organized handling of that problem. I should expect to see it approached, I should hope it would be approached, in successive stages. The last stage is the stage of dire necessity, when you say there must be a transfer of workers from nonessential to essential industries. I think that a stage is coming very soon in which it would be extremely helpful to have workers in such occupations as the

machinist occupation, who are at present employed in nonessential industries, register with the Employment Service, and to have a clearance with the employers of those machinists. When we offer a job to a man, in a nonessential industry, we should be sure not to disrupt another producing mechanism on which several hundred other people may be dependent. But it is desirable to get a pool or labor reservoir so that a job could be offered to these men, not under compulsion to take the job, but with an opportunity to take a job in defense industries. And that, I assume, would need a more formal organization than exists at the present time and would be the first stage of that kind of organization of the labor market.

Dr. LAMB. I have no more questions. I have two exhibits to put in the record. These are memoranda submitted by Miss Leuroot, the Chief of the Children's Bureau of the United States Department of Labor, one relating to her observations in 7 of the 20 areas listed by the Work Projects Administration as having 73 percent of the defense contracts, and the other relating to the District of Columbia. (The memoranda above referred to are as follows:)

MEMORANDUM ON OBSERVATIONS BY REPRESENTATIVES OF THE CHILDREN'S BUREAU, UNITED STATES DEPARTMENT OF LABOR, ON CONDITIONS AFFECTING THE WELFARE OF CHILDREN AND YOUTH IN CERTAIN DEFENSE AREAS

The Children's Bureau has some information with reference to the effect of the defense program on the welfare of children and youth in 7 of the 20 areas listed by the Work Projects Administration as having 73 percent of the defense contracts, as of December 15, 1940. These areas include three in Connecticut (Bridgeport, New Haven, and Waterbury; Hartford, New London, Groton, and Norwich), Bath and Portland, Maine, Louisville, Ky., and Jeffersonville, Ind., San Diego, Calif., and Seattle and Tacoma, Wash. The information is based on interviews held with State and local officials and representatives of public and private agencies, from November 1940 through February 1941. In no case was an intensive field study made. The information is summarized under the following headings: General conditions, Maternal and child health, Education, recreation, and employment, and Social conditions affecting children and youth. Since some of these reports were made steps have been taken in some of these communities to meet some of the problems outlined.

CONNECTICUT AREAS (INTERVIEWS, NOVEMBER AND FEBRUARY 1941)

General conditions.—Industrial expansion, very much accelerated in connection with aircraft, arms, and munitions, has resulted in influx of population from surrounding, and to some extent more distant, territory, and in housing shortages, with rising rents and overcrowding, particularly in Bridgeport and the Hartford area. Housing for Negroes is especially bad. There are small trailer camps in East Hartford and South Windsor, and all types of housing are being used in the areas surrounding defense centers. Both public and private housing is under construction in some parts of the area.

Relief loads are decreasing (noted especially in New Haven and Hartford) and social agencies are relieved by the upturn of employment, but they are conscious of increased needs, particularly in the fields of recreation and protective services for youth, which are likely to become more acute as increased numbers come into the areas in search of employment.

Maternal and child health.—In general, maternal and child health services are well organized and special problems are not yet reported. However, continuing increase of population will undoubtedly create problems of expansion of health and medical care services. Active programs for the reporting and treatment of venereal disease are under way.

Education, recreation, and youth employment.—Overcrowding of schools in East Hartford has made it necessary to use some portable buildings. Trade classes are operated in shifts. Problems of unemployed youth who have finished high school but are too young to obtain jobs in some of the industries are reported. Emphasis on high-school education in defense industries, on the other hand, is encouraging young people to finish high school. Problems of employment of Negro youth; especially Negro girls, are particularly serious.

Commercialized recreation in taverns in the cities and on State highways, dine and dance halls, and other places of amusement are causing concern. These problems existed prior to the defense period but are intensified by present conditions. The need for adequate supervision through qualified police women on the staff of the State police, and through the cooperation of State and local authorities, was receiving attention by officials and women's groups. Problems of recreation for Negro youth were particularly serious. Private recreational and leisure-time agencies recognize the need for expanded programs, and some special activities are under way, but there is need for comprehensive State and community plans, to be developed in the light of policies of national agencies in this field.

Other social problems affecting children and youth.—Problems of illegitimacy have engaged the attention of private social agencies in Hartford, probably not because of actual increase in the illegitimate birth rate, but of increased awareness of the problem. There is some evidence of difficulty in finding people willing to give foster-home care to dependent children. Social problems arising from lack of employment and recreational opportunity for Negro youth appear to be an important factor in prostitution; another factor is the practice of girls and women of questionable character coming into the areas from outside the State for week ends. The State and local police are endeavoring to deal with the situation but additional service is needed. Urgent need for more adequate probation service for juveniles and adults is reported.

The Veterans' Administration of Connecticut has made provision for allowances to the families of enlisted men and draftees, provided they remain in their home communities. This policy undoubtedly will operate to reduce the numbers of families following the men in service from camp to camp.

BATH, MAINE (INTERVIEWS NOVEMBER 1940)

General Conditions.—Population has increased from 11,000 to 14,375 in 3 years. Employment is chiefly in the Bath Iron Works (shipbuilding), and manufacturing of ship equipment. New families coming into the city are almost entirely families of employed workers. All housing is fully occupied; there was some difference of opinion as to the amount of overcrowding which existed. Many workers live outside Bath, some 40 or 50 miles away. Many have built shacks along the roads outside the city—small, inadequate houses, taking claims on unclaimed land. Relief loads have declined, until now they are made up almost entirely of unemployables. No cash relief is given.

Maternal and child health.—The city has only a half-time health officer, and no public-health nurses. It conducts no prenatal or child-health conferences, though a child-health conference is conducted by the Red Cross. Attached to the district office of the State health department are nine public-health nurses and a supervising nurse, who give services to families living outside the city. Child-health conferences are conducted in several nearby communities about once a year, but there are no permanent child-health conferences and no prenatal clinics. The Red Cross supports one full-time nurse and contributes to the support of a school nurse. A physician is employed by the city to give free medical care to families receiving relief. The Red Cross gives financial assistance to needy families and supplies milk to undernourished children.

Hospital facilities are available, and the number of hospital births is increasing with the result that the maternity services are crowded.

A State venereal disease clinic is held weekly.

Education, recreation, and youth employment.—Bath has 8 schools, only 2 of which are of modern construction. They are badly crowded. The average number of children per teacher is 42.5; a great deal of transferring of pupils has been necessary in attempts to reduce excessive numbers of pupils per teacher. High school population has increased by 100 in 3 years and the rooms are badly crowded. The public schools are used extensively for adult education.

It was generally agreed among those interviewed that one of Bath's greatest needs is recreational facilities. The schools have very small, inadequate playgrounds, and there is no supervised play. There is one lot on the edge of town used for football and softball. There is no swimming pool in the town, and no place nearer than the shore, 8 or 10 miles away. A good library is available, and Young Men's Christian Association and Boy and Girl Scout troops are active.

Other social problems affecting children and youth.—No trained social workers are available to deal with problems of juvenile delinquency, school maladjustments, or family problems.

LOUISVILLE (JEFFERSON COUNTY) AND HARDIN COUNTY, KY. (INTERVIEWS IN JANUARY 1941)

General conditions.—Louisville is greatly affected by the development of major defense industries in the vicinity, including the powder plant at Charlestown, Ind., the quartermaster depot at Jeffersonville, Ind., construction of barracks at Fort Knox, Hardin County, Ky., and at Bowman Field. Plans are being developed for a bag-making and loading plant to be located at Charlestown, Ind., and for the construction of naval ordnance works under the Westinghouse Electric Manufacturing Co. Twenty-five thousand men are to be stationed at Fort Knox.

As a result of population increases there is serious housing shortage in Louisville, and rent increases are also reported. Social agencies indicated a shortage of living quarters for incoming families and single girls and women. A housing bureau has been established where available rooms are to be registered. The Travelers Aid Society and other agencies give service in this field. There are several housing projects in Louisville.

It is reported that there has been no great increase in the public relief load in Louisville. Service of this kind is not available to nonresidents. There has been a large increase in employment in Louisville, and several National Youth Administration training projects are in operation in the vicinity. The Council of Social Agencies is cooperating with the mayor's military affairs committee which has been organized to deal with various phases of community planning in relation to defense, including problems of health, welfare, and entertainment. A volunteer bureau is operated by the Council of Social Agencies, and conducts training courses.

Maternal and child health.—Louisville has a well-organized maternal and child health service under the city health department. Its child-health conferences and prenatal clinics are reported to be facing need for expanded services beyond resources available to meet them. Until recently Hardin County has had no full-time health department, but one is being established with the aid of State funds. Active venereal-disease programs are carried on both in Louisville and Hardin County. An outstanding need is for a social worker in the venereal-disease clinic. The Louisville Health Department feels that rural women coming to Louisville will have to be educated with reference to child-health services and facilities available, but no plan for this has yet been worked out.

Recreation.—In Louisville the division of recreation of the city department of welfare operates a municipal-recreation program which includes three community centers, two for white children and adults and one for Negro children and adults. It also operates a number of summer playgrounds during summer months and uses school gymnasiums for athletic purposes. The division uses approximately 30 Work Projects Administration leaders to supplement its regular staff in the various playgrounds during the summer months. Private agencies, including the Young Women's Christian Association, the Young Men's Christian Association, the Young Men's Hebrew Association, and settlement houses were active in the field of recreation. The Work Projects Administration is finding difficulty in securing adequate personnel for assistance to the agencies or to the soldiers' center which is being established, because of the turn-over in recreation staff. Recreation plans for soldiers are being made by the subcommittee on recreation of the mayor's military affairs committee. The soldiers' center is being planned for Louisville where extensive recreational activities will be carried on. The Young Women's Christian Association has been particularly active in providing housing for girls from outside the city.

A number of places of commercial recreation were visited by a representative of the Children's Bureau. Conditions were extremely undesirable. Some of the places visited were dirty and dark. Waitresses were observed dancing with patrons. Intoxicated individuals were observed being served. Dancing was unsupervised. No juveniles were observed in these places. The managers cash checks for industrial workers when they come off duty and encourage them to spend their earnings in these places. No policewomen are employed in Louisville.

Other social problems affecting children and youth.—The private children's agency in Louisville is concerned about the problems of nonresident children with which it will have to deal and the difficulty of providing additional funds to give adequate service to nonresidents. Already, in the first 2 weeks of January, the agency had had cases involving 12 children applying for service because of situations growing out of the increased population. Problems of juvenile delinquency involving both boys and girls, that could be traced to the defense situation were reported. In a number of cases problems concerned with families and young people involved in defense industries are coming to the attention of the family service organization. The children's agency is aware of the need for protective work in the community and for making early contact with youth who are

exposed to special hazards. Present resources, however, do not allow for this type of work.

There is great need for a law enforcement and social protection program, in charge of workers trained to deal with youth problems, both in areas adjacent to the camps and in the industrial defense areas in the vicinity of Louisville. There is also great need for more adequate community recreation facilities and leadership for soldiers, industrial workers, and their families.

There is no county welfare department in Hardin County. Child-welfare services are greatly needed in this county.

SAN DIEGO, CALIF. (INTERVIEWS NOVEMBER 1940)

General conditions.—The last census figures indicate a 35-percent increase in population over that reported in 1930. Since the 1940 census figures were completed additional numbers of persons have moved into San Diego as a result of the industrial and military expansion. The new population consists principally of young families and single men.

While representatives of all the social agencies which were visited anticipated that the change in the nature of the San Diego community and the increases in population would give rise to additional social problems and would create a need for an expansion of social service activity, it was difficult—except for the housing situation—to procure any specific information with respect to any trends observed up to the present time.

Statistics compiled by the county department of public welfare for public welfare case loads, show a gradual decrease in the total number of cases receiving certain types of aid. The decrease is largely in the general relief and Works Progress Administration loads while the increases appear in the social security categories.

The Travelers' Aid, which in San Diego is a department of the Young Women's Christian Association, reports that its work has increased 300 percent in the last few weeks, and the number of cases referable to other agencies has decreased. Although it was thought that these might be applications for assistance from persons unable to provide for their families prior to receiving their first check, this apparently is not the case.

According to the chamber of commerce during the next 8 months the community must absorb and house 44,650 persons who will reside in private homes in addition to 16,200 men who will be housed in barracks and camps. Plans appear to have been completed for 2 navy housing projects of 600 family units each, for which approximately \$15 a month a unit will be paid. This is thought to be inadequate. There is also about to be started a housing project for 2 units of 1,000 families each with a possible extension to 6 or 8 units.

Social agencies were agreed that housing has been and is bad and hard to secure. Many persons are driving long distances to work. Many live in trailers. Rents are also rising, and there have been some evictions. It seems inevitable that families on relief will be the chief sufferers by being forced to divert food money for rent and by being pushed into the least desirable places.

Social agencies seem alive to the emergency situations created by defense measures, and are planning how to meet them.

Maternal and child health.—The influx of new population into the San Diego area is already creating problems in the field of maternal and child health. It will be observed that the vast majority of the incoming families are headed by young healthy adults in the child-bearing age group. In a short time this will materially affect San Diego's responsibility to the community and will necessitate changes in emphasis in several phases of the health work. There will be proportionately many more mothers and young children in the new population than in the old. Already it has been noted that since September 1939 the work load of the child hygiene conferences has been doubled. This extra burden is being cared for to some extent by volunteer services of private physicians, but mainly by longer hours of work on the part of the staff. It is felt that without further supplemental help a great deal of the need arising from national-defense emergency will not be adequately met. The nursing staff available for services of maternal and child health is not nearly adequate even for normal times.

As far as the new housing units are concerned, they are only just getting under way, so that at present no child-health conferences are needed in the new areas. Doubtless an effort will be made to relocate conferences as soon as the need arises, but under the present budget it must be borne in mind that whatever time is given

to the new population centers will have to be taken from work already under way and badly needed. At the time of the study one conference was being held by a Navy physician for families of the Navy, but this was very much overcrowded.

The county health department offers prenatal care to all indigent women regardless of residence. However, with hospital beds filled, it is going to be increasingly difficult to make necessary arrangements for those who do not fulfill residence requirements. The Visiting Nurse Association is now prepared to offer home-delivery nursing service at small cost, thus supplying a real need, for it is expected that the incidence of home deliveries must increase before more hospital beds are made available. In the past the Army and Navy have supplied medical services including maternity care to families of their men. The staff doctors are at present so overworked that this service is said to be no longer available.

Hospital beds are already overcrowded. In case of an epidemic even of mild proportions there would be no extra beds and undoubtedly emergency commandeering of other buildings would have to be resorted to. The beds available for communicable-disease isolation are far from adequate for the increased population.

The pediatrician of the county health unit is also responsible for school examinations in the county area. As an example of the additional work, one relatively small school in the county had an increase of 70 children over last year's enrollment.

To sum up: The program for maternal and child health as planned by the San Diego Health Department aims at a high standard of individualized care for children in low-income groups, and has been carrying on for years a program with a definite goal which has resulted in considerable reduction of infant mortality and better health with fewer defects in preschool and school children. The efficiency of this program is going to be seriously impaired by the necessity of stretching in the same budget over a greatly increased population whose needs for child-health service will be proportionately greater. In order to bring the maternal and child hygiene program up to reasonable standards to meet the increased needs, the services of a part-time pediatrician should be made available, and the city nursing staff should be increased at least 50 percent, and if doubled, could be utilized with great profit to the health and well-being of the community.

Education and recreation.—There are now 50 public schools in San Diego, accommodating some 40,000 children. The schools are experiencing a rise in population in all schools, indicating that the new population is not segregated in any one area as yet. Since July there has been a 1,200–1,500 increase in elementary and high-school pupils. It is reported that at least three new school buildings are needed immediately. Pressing problems are four:

1. Vacant rooms in which to place new teachers.
2. Difficulty in apportioning the teaching load.
3. Difficulty in securing competent teachers.
4. Problems of financing.

There seems to be agreement that recreation is and will be a pressing problem. Apparently men from Consolidated Aircraft alone can strain existing facilities, yet the welfare director stated that homesick boys wander about with nowhere to go. He has one man on his staff whose job it is to plan various types of recreation for the workers. He has organized 66 bowling teams which use a commercial alley, and says they need badminton courts badly. Swimming teams have been organized. It is reported that the entire city recreation service is crowded, that although three park buildings have already been requested for recreational use, there are already enough basketball teams to crowd them. The school board has an agreement with the city whereby it turns over school grounds to the city recreation committee which supplies equipment and personnel. This is done in about half the schools. A craft instructor has recently been added. It is increasingly difficult to secure recreation staff from Work Projects Administration.

Aside from student dances, all dancing seems to be commercial, although dances will soon be held in the new buildings. Although there seem to be some supervision and enforcement of ordinances regulating dine-and-dance places in the city, only a deputy sheriff supervises the many small ones in rural areas.

Other social problems affecting children and youth.—The county welfare department has a children's division which provides for State aid to dependent children, certification of crippled children, care for children outside their own homes, licensing of boarding homes, and a school hot-lunch program. Social services for children in their own families are provided by the regular department case workers. The family-service society has one worker on the staff who handles only children's cases. This service includes boarding home placement and some

service to the children's institutions in the city, none of whom employ a social worker.

The public schools have a visiting teaching department with a director and a staff of three visiting teachers, two psychologists and two attendance officers. There is only one visiting teacher available now for the eight secondary schools, and it is stated that there should be at least four and preferably eight. There is need for a vocational program for women, as well as more supervised recreation, as San Diego has many unemployed, untrained young women.

The police department is apparently doing a fairly adequate job in its juvenile department which has six officers, but their interest is primarily in boys.

It is stated that while no appreciable increase has been noted in the number of cases coming to the attention of the probation office, it is expected that there will be many problems arising from the increased number of single young men in the community. It will be impossible to increase the budget for the probation department this year.

Conclusions.—The new population in San Diego principally consists of young families and single men. As might be expected, the pressure of increased population is chiefly affecting housing, health, and recreational facilities. Increased employment has apparently affected the relief agencies more favorably, as is indicated by decreasing relief loads. However, agencies which primarily offer social services, while not yet feeling much pressure, anticipate it.

Principal needs relate to housing, school facilities, recreational facilities and staff, increased maternal and child-health services, and expanded and strengthened facilities for the social protection of children and youth.

SEATTLE AND TACOMA, WASH. (INTERVIEWS FEBRUARY, 1941)

General conditions.—Tacoma is an industrial, shipbuilding, and residential city. It is estimated that since 1939 there has been an increase of 25,000 in the population of the postal area which includes Tacoma and its suburbs. Seattle and Tacoma are recreational centers for defense industries and military personnel in the Puget Sound area.¹

Serious housing shortage in small houses and apartments is reported for Tacoma. Rents are reported to have increased greatly. Hotels and rooms for transients are full over weekends. There are a number of trailer camps up and down the highway between Fort Lewis and Tacoma and Fort Lewis and Olympia. It is said that "there is probably not a barn in this vicinity that is not occupied."

In Bremerton it is reported that the housing situation is serious, both as to increased rents and as to sanitation. A housing project for civilians working in the navy yard is under construction. Approximately 100 families with 170 children are now in the navy yard. In summer there may be 600 to 800 families. Many of them come during summer vacation, when battleships are in for overhauling. Diets in many families, including families of expectant mothers, are reported to be seriously inadequate.

A local social and recreation clearing council has been appointed in Tacoma. Various organizations are participating in efforts to meet defense problems.

Maternal and child health.—The hospital facilities at the Pierce County Hospital in Tacoma are constantly used to capacity and beyond. Because of tax limitations it will not be possible for Pierce County to increase funds for medical care. There is need for increased public health and medical care facilities for dependents of men at Fort Lewis and McCord Field.

Similar problems will be presented in other communities in the Puget Sound area—for example, Snohomish County air base between Seattle and Everett.

Education and recreation.—Schools in Bremerton and vicinity are greatly overcrowded.

Recreational programs in Tacoma are conducted by the metropolitan park district, the recreation division of the Tacoma public schools, and various private agencies. Recreational activities for soldiers are being developed by the social and recreation clearing council, appointed by the mayor. A recreation study of a private foundation is under way.

¹ Most of the information obtained by the Children's Bureau relates to Tacoma and to Bremerton (naval base) in Kitsap County.

MEMORANDUM ON CONDITIONS RELATED TO THE DEFENSE PROGRAM AFFECTING
MOTHERS AND CHILDREN IN THE DISTRICT OF COLUMBIA

Information concerning conditions in the District of Columbia has been obtained by members of the staff of the Children's Bureau with the cooperation of the Health Department of the District of Columbia.

GENERAL CONDITIONS

Accurate figures as to the number of persons who have come into the District in the last few months are not available. An indication of increased population is the fact that 3,000 new workers were reported to have been employed by the War and Navy Departments in January. No one knows how many of the new residents are bringing their dependents with them. The Defense Housing Register, which has been in operation for only a week, reports that many persons asking for information about single rooms report that they will need rooms for only a few months as they plan to bring their families to Washington soon. The Travelers Aid Society reports a great increase in inquiries concerning places to live and in case-work services to newcomers. Employed women with young children are facing serious problems of the care of children while they are at work. Some children stay with their parents in small apartments, their care and supervision being entrusted to a maid who does not have special training for the care of young children. The situation is particularly serious among the Negroes. Problems of care of children are presented not only by Government workers, but also by increasing numbers of women with children who are being employed as waitresses and in domestic service.

MATERNAL AND CHILD HEALTH

All the maternal and child health services of the Health Department including the prenatal clinics, child-health conferences, public health nursing services, and hospital facilities for maternity care, are overtaxed. There has been a great increase in maternal and child-health services given by the Health Department in the past few years but the staff has not been expanded in proportion to the need. For example, in 1938, there were 103,375 visits of patients to maternal and child health clinics, in 1939, 123,873, and in 1940, 124,131. In the month of January 1941, there were 12,515 such visits. All the prenatal clinics and child health conferences in the poorer sections of the city are overcrowded. Nonresident patients applying for prenatal care are accepted temporarily and referred to voluntary hospitals. Both residents and nonresidents are accepted for child-health service but the service must be spread very thin and follow-up service is markedly inadequate.

The overcrowding in the pediatric and obstetric services at Gallinger Hospital is serious. In spite of the fact that last year additional space was arranged for and 7 additional graduate nurses were provided for the nurseries from maternal and child health funds. At the present time nurseries which were planned to accommodate 75 at a maximum now have 120 infants. The number of obstetric patients planned for on the fifth floor of the hospital was 44, yet at the present time 60 patients are being cared for. The number of obstetric admissions in January and February of 1939 was 340, and in the same months of 1941, 485. The births in the hospital in January 1940 numbered 171, and in February 175; corresponding figures for 1941 were 205 and 203.

The present nursing service gives approximately 1.4 hours per patient per day in the obstetrical nurseries. In 1940 the corresponding figure was approximately 2 hours. Four or five hours care per patient per day is needed. During the past 2 years there has been a small decrease in nursing staff available for obstetric patients. At times there is only one graduate nurse supervising the care of over 100 obstetric cases. Bathing of obstetric patients by nurses has had to be abandoned.

Nursing care of infants is wholly inadequate. In one nursery, one nurse is often responsible for the feeding, bathing, and changing of 65 infants. Individual feeding even of premature infants has been abandoned, and bottles are placed in the infants mouth and collected 15 or 20 minutes later. Although student nurses are assigned to these services when not in classes, the present nursing personnel finds it impossible to give them adequate supervision or to do any teaching. There is need for at least 25 or 30 graduate nurses for these services alone.

EDUCATION

The Statistical Division of the Public Schools reports an increase of 1,035 children enrolled in elementary schools from February 7, 1941, to March 13, 1941. This is approximately 10 times the number of new enrollments in elementary schools in any previous similar period in the school year.

CHILD WELFARE PROBLEMS

Reference has already been made to the problems of child care which employed mothers must face. These problems have always been difficult in the District of Columbia. Plans for the care of children are varied, depending on the resourcefulness of the parents, the presence of relatives in the home, or ability to pay for competent service or expensive schools. Although the Health Department attempts to exercise some supervision over boarding homes for children its staff is inadequate for this purpose. Many children are boarded in homes which have not been inspected by official agencies. Amounts that parents are able to pay for board are usually inadequate to secure proper care. Examples of problems of this sort are given below. These stories can be repeated in every section of the city. The situation is particularly serious among Negro groups. Young children are placed with anyone who will take them. Problems of this kind will continue to increase as population expands and need prompt planning for adequate community service with the object of assisting parents who are employed on low wages to provide more adequate care for their children.

A white woman with no children of her own, an eight-room house, and an innate love of children, decided she wanted to board children. She did not advertise but even so had no difficulty in having 8 or 10 children in her home all the time. The ages of these children ranged from 18 months to 10 years. She had only a small back yard, cluttered with trash, no outdoor play equipment, few toys of any kind. Her housework was done by maids who were slovenly and poorly paid. The children were not bathed often enough, their clothing was filthy and inadequate because the parents were supposed to provide it and keep it clean and they usually failed to do it regularly. The bedding was stained and there was a strong odor of urine throughout the house. However, the father of one child there was heard to remark that the thing he liked about this boarding home was that it was so clean, others where his two motherless children had received care during the past year could not compare with it. He paid a dollar a day for each child, which was all he could afford from his salary of about \$100 a month.

In this home was a child whose mother was employed on a Work Projects Administration project. She, hoping to get a better position and therefore needing to be well dressed, was unable to clothe herself and child, pay her own room rent, get her meals and pay more than \$5 a week for the child's care on her salary of \$57.50. She knew the care was poor, but did not know how to do better.

(Whereupon the committee adjourned until 10 a. m., Wednesday, March 26, 1941.)

NATIONAL DEFENSE MIGRATION

WEDNESDAY, MARCH 26, 1941

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE INVESTIGATING
NATIONAL DEFENSE MIGRATION,
Washington, D. C.

The committee met at 10 a. m., March 26, 1941, in room 1015, New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present: Representatives John H. Tolan (chairman), of California; John J. Sparkman, of Alabama; Frank C. Osmer, Jr., of New Jersey; and Laurence F. Arnold, of Illinois.

Also present: Robert K. Lamb, chief investigator; Creekmore Fath, acting counsel; John W. Abbott, field investigator; and F. Palmer Weber, research assistant.

The CHAIRMAN. The committee will please come to order. The first witness this morning is Dr. Ballou, and I will ask Mr. Sparkman to conduct the interrogation.

Mr. SPARKMAN. Dr. Ballou, will you give the reporter your full name and state in what capacity you appear?

TESTIMONY OF DR. FRANK W. BALLOU, SUPERINTENDENT OF PUBLIC SCHOOLS, WASHINGTON, D. C.

Dr. BALLOU. Mr. Chairman, my name is Frank W. Ballou; I am Superintendent of Schools in Washington, D. C.

I was invited, Mr. Chairman, to prepare a statement with respect to the migration of school pupils in the District of Columbia. I have prepared such a statement and offer it for the record, but I would like to speak briefly about some of the important aspects of that statement.

The CHAIRMAN. Without objection, the statement will be made a part of the record.

(The statement submitted by Dr. Ballou is as follows:)

STATEMENT OF FRANK W. BALLOU, SUPERINTENDENT OF SCHOOLS, WASHINGTON, D. C.

REPORT ON MIGRATION OF SCHOOL CHILDREN INTO WASHINGTON, D. C.

INTRODUCTION

In this report, I have assembled such information as was available or could be promptly procured, relating to the subject of migration of school children into the District of Columbia. The information relates to public-school children and does

not include pupils attending nonpublic schools in the District of Columbia. This report includes information relating to the following subjects:

- I. Report on nativity as of November 1, 1940, prepared by the school statistician and submitted to the Board of Education at its meeting on March 5, 1941.
- II. Report for the school year 1940-41 on new pupils entering the public schools of the District of Columbia between September 1 and November 1, 1940.
- III. Reports on emergency school needs approved by the Board of Education on January 15, February 5, and February 19, 1941.

I. REPORT ON NATIVITY AS OF NOVEMBER 1, 1940

A report prepared by the school statistician as of November 1, 1940, and submitted to the Board of Education at its meeting on March 5, 1941, shows the number of pupils attending the public schools born in the District of Columbia, the number of pupils born in other parts of the United States, and the number of pupils born in foreign countries. The report is as follows:

Summary—Nativity report, Nov. 1, 1940

DIVISIONS 1 TO 13 (ALL SCHOOLS)

	Number of pupils born in District of Columbia	Number of pupils born in other parts of the United States	Number of pupils born in foreign countries	Total
Teachers college.....	614	454	13	1,081
Senior high school.....	9,144	7,338	167	16,649
Junior-senior high school.....	902	701	26	1,629
Junior high school:				
Graded.....	11,807	7,835	124	19,766
Ungraded.....	35	19		54
Total.....	11,842	7,854	124	19,820
Vocational school.....	764	683	12	1,459
Elementary school:				
Division 1.....	3,260	1,985	110	5,355
Division 3.....	3,576	1,837	44	5,457
Division 5.....	3,557	1,886	39	5,482
Division 6.....	3,561	1,904	36	5,501
Division 7.....	4,121	2,026	28	6,175
Division 10.....	4,333	1,774	2	6,109
Division 11.....	5,864	2,802	1	8,667
Division 13.....	5,781	1,731		7,512
Total.....	34,053	15,945	260	50,258
Ungraded				
Americanization.....	2	10	365	377
Atypical.....	445	270	4	719
Incorrigible.....	64	35		99
Crippled.....	57	30		87
Sight conservation.....	51	20		71
Occupational.....	205	138	5	348
Total.....	824	503	374	1,701
Total elementary school.....	34,877	16,448	634	51,959
Grand total.....	58,143	33,478	976	92,597

Summary—Nativity report, Nov. 1, 1940—Continued

DIVISION 1 TO 9 (WHITE SCHOOLS)

	Number of pupils born in District of Columbia	Number of pupils born in other parts of the United States	Number of pupils born in foreign countries	Total
Teachers College.....	234	235	11	480
Senior high school.....	6,332	5,611	165	12,108
Junior-senior high school.....	902	701	26	1,629
Junior high school:				
Graded.....	6,824	5,281	120	12,225
Ungraded.....	8	15		23
Total.....	6,832	5,296	120	12,248
Vocational school.....	353	340	10	703
Elementary school:				
Division 1.....	3,260	1,985	110	5,355
Division 3.....	3,576	1,837	44	5,457
Division 5.....	3,557	1,886	39	5,482
Division 6.....	3,561	1,904	36	5,501
Division 7.....	4,121	2,026	28	6,175
Total.....	18,075	9,638	257	27,970
Ungraded:				
Americanization.....	2	10	365	377
Atypical.....	321	184	4	509
Incorrigible.....	12	10		22
Crippled.....	33	20		53
Sight conservation.....	31	12		43
Occupational.....	169	109	5	283
Total.....	568	345	374	1,287
Total elementary school.....	18,643	9,983	631	29,257
Grand total.....	33,296	22,166	963	56,425

DIVISIONS 10 TO 13 (COLORED SCHOOLS)

Teachers College.....	380	219	2	601
Senior high schools.....	2,812	1,727	2	4,541
Junior high school:				
Graded.....	4,983	2,554	4	7,541
Ungraded.....	27	4		31
Total.....	5,010	2,558	4	7,572
Vocational.....	411	343	2	756
Elementary school:				
Division 10.....	4,333	1,774	2	6,109
Division 11.....	5,864	2,802	1	8,667
Division 13.....	5,781	1,731		7,512
Total.....	15,978	6,307	3	22,288
Ungraded:				
Atypical.....	124	86		210
Incorrigible.....	52	25		77
Crippled.....	24	10		34
Sight conservation.....	20	8		28
Occupational.....	36	29		65
Total.....	256	158		414
Total elementary school.....	16,234	6,465	3	22,702
Grand total.....	24,847	11,312	13	36,172

The following table shows the percentages of pupils attending the public schools: (1) Born in the District of Columbia; (2) born in other parts of the United States; (3) born in foreign countries.

Nativity, Nov. 1, 1940

DIVISIONS 1 TO 13 (ALL SCHOOLS)

Divisions 1 to 13	Number of pupils born in District of Columbia	Per cent	Number of pupils born in other parts of the United States	Per cent	Number of pupils born in foreign countries	Per cent	Total
Teachers College.....	614	56.8	454	42.0	13	1.2	1,081
Senior high.....	9,144	54.9	7,338	44.1	167	1.0	16,649
Junior-senior high.....	902	55.4	701	43.0	26	1.6	1,629
Junior high.....	11,842	59.7	7,854	39.7	124	.6	19,820
Vocational.....	764	52.4	683	46.8	12	.8	1,459
Elementary.....	34,877	67.1	16,448	31.7	634	1.2	51,959
Total.....	58,143	62.8	33,478	36.2	976	1.0	92,597

DIVISIONS 1 TO 9 (SCHOOLS FOR WHITE CHILDREN)

Teachers College.....	234	48.8	235	49.0	11	2.2	480
Senior high.....	6,332	52.3	5,611	46.3	165	1.4	12,108
Junior-senior high.....	902	55.4	701	43.0	26	1.6	1,629
Junior high.....	6,832	55.8	5,296	43.2	120	1.0	12,248
Vocational.....	353	50.2	340	48.4	10	1.4	703
Elementary.....	18,643	63.7	9,983	34.1	631	2.2	29,257
Total.....	33,296	59.0	22,166	39.3	963	1.7	56,425

DIVISIONS 10 TO 13 (SCHOOLS FOR COLORED CHILDREN)

Teachers College.....	380	63.2	219	36.5	2	0.3	601
Senior high.....	2,812	61.9	1,727	38.05	2	.05	4,541
Junior high.....	5,010	66.2	2,558	33.75	4	.05	7,572
Vocational.....	411	54.4	343	45.4	2	.2	756
Elementary.....	16,234	71.51	6,465	28.48	3	.01	22,702
Total.....	24,847	68.7	11,312	31.26	13	.04	36,172
Grand total.....	58,143	62.8	33,478	36.2	976	1.0	92,597

These tables on nativity, showing pupils born in the District of Columbia, in other parts of the United States, and in foreign countries, furnish evidence to show the unique status of the Nation's capital where many people from the several States and foreign countries come to live temporarily for a considerable number of years and indeed permanently.

II. REPORT ON NEW PUPILS ENTERING THE PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA BETWEEN SEPTEMBER 1 AND NOVEMBER 1, 1940

The school officers have long recognized that a substantial number of public-school pupils will come into the Washington schools from practically every State in the Union during each school year. The schools must be organized in anticipation of these pupils.

In 1936-37, and again in 1937-38, a study was made of these pupils new to the District schools, showing that in 1936-37 4,974 new pupils were admitted to the schools up to November 1 and that in 1937-38 5,508 pupils new to the District were admitted.

This information has been again collected from the 175 public schools and is included in this report. Pupils new to the public schools of the District of Columbia admitted before November 1, 1940, total 4,756.

Summary of the pupils who moved to the District of Columbia from the various States, Territories, and foreign countries between July 1 and Nov. 1, 1940

DIVISIONS 1 TO 9

	Kindergarten	Grade												Teachers college	Vocational	Postgraduate	Ungraded	Total
		1	2	3	4	5	6	7	8	9	10	11	12					
UNITED STATES																		
Maryland	9	51	69	63	62	53	55	61	47	46	62	59	19		19	3		678
Virginia	21	63	61	66	52	48	54	58	36	36	66	54	16	1	4	1		638
Alabama		2	2	4	5	1	3	4	1	4	3	4	1					34
Arizona	1						2	1	1	1	1	1						8
Arkansas		5	4		2	2	2	4		1	5							25
California	5	12	9	10	13	20	4	10	8	12	13	14	11					141
Colorado	1	4	1		1	2	2		2	1	3	1	1					19
Connecticut		4	4	2	1	4	3	2	2	1	2	3						28
Delaware	1	1			1	1	1		1									6
Florida		3	8	5	10	9	1	6	8	7	11	12	5		1			86
Georgia	1	2	9	3	9	3	6	9	4	3	7	5	2		1			64
Idaho	1	1	2			2	2											8
Illinois	1	2	6	5	7	3	7	6	4	8	9	6	8	1				73
Indiana		2	4	5	2	2	6	1	6	4	1	3	5					41
Iowa	1	1	2	4	4	1	2	4	7	5		2	3		1			37
Kansas		4	2	12	3	3	4	5	2	4	3	4	4					50
Kentucky	1	2	2	2	3	2	7	5	3	3		1	1					32
Louisiana		1				6		2		2	2	1	2					16
Maine		2	1				1	1		2								7
Massachusetts	6	3	3	1	2	8	4	7	6	5	6	6	5		1	1		64
Michigan	1	4	2	5	1	2	1	2	5	6	1	3	2		2	1		38
Minnesota		2	1		2	4	2	2	1	2	3	2	1					22
Mississippi		1		1	1	2	3		1	2	1	1	1					14
Missouri	1	2	5	1	6	4	6	3	2	8	8	2	1	1				50
Montana	1		2	1						1	1	1						8
Nebraska	1	1	1	2	2	1	2			1	1	3	1					16
Nevada												1						1
New Hampshire			1			2					3	1	1					8
New Jersey	4	7	9	5	5	14	7	9	7	7	9	6	5			1		95
New Mexico						1	2	1		2								7
New York	14	24	19	22	22	21	21	18	17	30	17	29	21	2	7			284
North Carolina	6	17	19	18	14	24	17	10	15	9	4	8	3	1	4			169
North Dakota	1	1			1	2							1					6
Ohio	2	7	5	4	6	8	8	11	4	10	7	4	4					80
Oklahoma	1	6	5	7	4	2	1	3	6		6	5	5			2		53
Oregon			1					1		1			1					4
Pennsylvania	11	22	30	25	20	18	36	26	26	29	25	23	13	1	5		2	312
Rhode Island	2	2	1	1	1			1	1	1			3					10
South Carolina	1	5	4	3	2	3	1	5	3	4	5	1	1					40
South Dakota		1			1		1	1		2	1	1	1					9
Tennessee	2	4	8	6	3	6	4	3	5	7	2	1	3					54
Texas	4	7	3	8	3	10	6	8	5	7	7	9	2		1			81
Utah	2	2	4	1		1	2				1	1	2					16
Vermont	1						1	1					1					4
Washington	1	2		1	3				3	1		3	1					15
West Virginia	3	10	10	15	9	4	9	4	9	7	5	6	4		7			102
Wisconsin	1	2	3	1	1	1	4	2	2	1	2	2	1					23
Wyoming							1				2							3
OUTLYING TERRITORIES AND POSSESSIONS																		
Alaska									1		1							2
Hawaii			5	1			1	1	1	2	2		1					14
Philippines		1				1		2		1	1	1	1					8
Puerto Rico		2	1															3
Virgin Islands					1													1
FOREIGN COUNTRIES																		
Asia:																		
China	2			1				2	1			1					7	14
Palestine																		1
Sumatra							1											1
Australia	1		1															2
Central America:																		
Canal Zone		1			1		1				1							4
Honduras																		1
Panama		2	1			1					1	1	1					7

Summary of the pupils who moved to the District of Columbia from the various States, Territories, and foreign countries between July 1 and Nov. 1, 1940—
Continued

DIVISIONS 1 TO 9

	Kindergarten	Grade												Teachers college	Vocational	Postgraduate	Ungraded	Total
		1	2	3	4	5	6	7	8	9	10	11	12					
FOREIGN COUNTRIES—continued																		
Europe:																	2	3
Austria		1																1
Denmark												1						1
Belgium																		2
England	1	1	4	1		2	2	3	2	1	2	2	2					23
Finland																	2	2
France	1		1			2				2		3						9
Germany											1						2	3
Italy																	2	2
Lithuania																	2	2
Luxemburg													1					1
Norway																	1	1
Poland																	4	4
Russia																	2	2
Scotland											1							1
Spain		1	1							1								3
Switzerland			1								1	1						3
North America:																		
Canada			1			1	2	2		1	1	2						10
Mexico																	3	3
South America:																		
Argentina																	2	2
Bolivia																	2	2
Brazil		1	2		1		1			1								6
British Guiana													1					1
Chile				1														1
Ecuador																	1	1
Peru																	2	2
Venezuela									1								1	2
Total	114	304	340	313	288	308	307	309	256	292	318	302	169	7	53	9	39	3,728

DIVISIONS 10 TO 13

UNITED STATES																		
Maryland.....	4	11	19	20	12	14	13	12	25	3	5	1	1		3	1	1	145
Virginia.....	8	31	29	35	16	22	16	16	29	15	7	2			3			229
Alabama.....	1					1	1	1	1	2	2							9
Arkansas.....						1			1	1						1		5
Colorado.....								1										1
Connecticut.....																1		1
Delaware.....		1			1	1												3
Florida.....		1		2			2	1	1									7
Georgia.....	2	8	6	4	3	1	2	3	2	1	1						1	34
Illinois.....		3	4		1					1								9
Indiana.....					1													1
Kansas.....														1				1
Kentucky.....			1		1		2		1									5
Louisiana.....										1	1	1						3
Massachusetts.....					1													1
Michigan.....					1						1							2
Mississippi.....	2	1			1			2	1									5
New Jersey.....		2		2	3	6				1	2		1					19
New York.....	2	2	4	2	5	1	3	6	3	3	2	1						34
North Carolina.....	11	43	29	31	36	29	15	18	19	12	4	2	3			1	3	256
Ohio.....	1	3	1	1	1		2			1				2				13
Pennsylvania.....	3	3	4	2	1	1	10	3	4	7	3	1	1		2			45
Rhode Island.....					1													1
South Carolina.....	9	39	17	22	19	16	11	14	17	7	4		2		4	1		182
Tennessee.....											1	1						5
Texas.....						1				1								2
West Virginia.....	3	1		2		2										1		9
OUTLYING TERRITORIES AND POSSESSIONS																		
Hawaii.....									1									1
Total.....	46	149	114	125	104	96	78	78	105	56	33	10	8	3	12	6	5	1,028

The following table shows, for corresponding periods during the years 1936-37, 1937-38, and 1940-41, the number of pupils from the various States, outlying United States possessions, or foreign countries, who have enrolled in the District of Columbia public schools for the first time:

	Kindergarten to grade 6	Grades 7-9	Grades 10-12	Teachers' colleges	Vocational schools	Total
Divisions 1-9:						
1936-37.....	1,980	719	756	14	-----	3,469
1937-38.....	2,180	1,038	781	23	-----	4,022
1940-41.....	2,013	857	798	7	53	3,728
Divisions 10-13:						
1936-37.....	1,046	290	159	10	-----	1,505
1937-38.....	1,047	309	130	-----	-----	1,486
1940-41.....	717	239	57	3	12	1,028

In the above table, post-graduates have been included in grades 10-12, ungraded pupils have been included in kindergarten to grade 6, and, in the tabulations for 1936-37 and 1937-38, the vocational pupils have been distributed among the grades in which they were enrolled.

III. REPORTS ON EMERGENCY SCHOOL NEEDS IN THE DISTRICT OF COLUMBIA

Emergency school needs have developed in the District of Columbia, especially in the area of the District known as Anacostia located across the Eastern Branch of the Potomac River. These developments have increased in scope and urgency since the school budget for 1942 was prepared during the summer of 1940. Accordingly, the school budget now before the Appropriations Committee of the House of Representatives does not include school facilities necessary to meet these emergency developments consisting of extensive construction of permanent homes which are being occupied as rapidly as completed.

Because these school needs are not being met in the school budget now before the Congress, the Board of Education has found it necessary to consider supplemental or deficiency appropriations to meet these emergency needs. Accordingly, the Superintendent and his staff, with the active participation of the committee on finance of the Board of Education, visited these areas and compiled information for the consideration of the Board of Education.

I submit in the following pages reports prepared by the Superintendent and his associates for the consideration of the Board of Education.

Two reports are submitted relating to the emergency needs in the white schools and two reports relate to emergency needs in the colored schools.

Schools for white pupils, divisions 1-9

On January 15, 1941, the Superintendent submitted a preliminary report reviewing the construction of houses which is taking place which has created the emergency school needs in the Anacostia area. The information concerning the housing developments in the Anacostia-Benning area was secured by actual consultation with the various builders who are operating in that area. Information was likewise secured from Commander Ira P. Griffen relating to the naval housing development south of Bolling Field. The report is as follows:

"JANUARY 15, 1941.

"To the Board of Education of the District of Columbia:

"LADIES AND GENTLEMEN: The Superintendent and his associates have considered certain developments in the District of Columbia brought about as a result of the national defense program of the Federal Government. In several sections of the city extraordinary construction is going on to provide Federal workers with homes. This Federal development is accompanied by corresponding activities on the part of local builders as well as construction projects under the Alley Dwelling Authority of the District of Columbia.

"In view of this development, the Superintendent asked First Assistant Superintendent Haycock to summarize these developments and analyze them in relation to the school situation in different sections of the city. A similar request was made of First Assistant Superintendent Wilkinson.

"Under date of January 11, 1941, the Superintendent received the following report from First Assistant Superintendent Haycock:

"Memorandum to the Superintendent.

"Subject: Emergency school needs in Anacostia due to housing developments.

"Problems of extreme urgency are developing in the Anacostia section, where a number of large housing projects are moving forward so rapidly that our present school facilities are not sufficient to accommodate prospective enrollments.

"One of the largest developments is sponsored by the Federal Government in connection with the defense program. The Alley Dwelling Authority is developing a large tract near Fort Du Pont, and in other sections of Anacostia real-estate operators have undertaken large projects, evidently anticipating shortage of homes in the city due to the defense emergency.

"Although the Commissioners and the Bureau of the Budget approved in the estimates now before Congress the purchase of a site and the erection of an elementary school thereon at Minnesota Avenue and Ely Place SE., and also approved the purchase of a site and the preparation of plans for a school in the vicinity of Alabama Avenue and Pennsylvania Avenue, the demands for immediate action in meeting other needs is so urgent that, in my opinion, the Board of Education should request the Commissioners to ask Congress for certain deficiency appropriations.

"The situations that seem to warrant immediate consideration follow:

"1. Federal housing development south of Bolling Field

"Between Bolling Field and the Naval Research Laboratory the Navy Department is sponsoring the construction of units for 600 families, to be occupied before next summer. Ultimately it is expected that 1,000 families will occupy this tract. A statement from Commander Ira P. Griffen, attached herewith, describes certain features of this undertaking. The naval authorities estimate that 900 children of school age will occupy the first 600 homes.

"In addition to the above development, a large tract is being opened by a real-estate operator at Nichols Avenue and Chesapeake Street SE., where 125 family units will be erected by September.

"The nearest elementary school to these developments is the Congress Heights School, located at least a mile to the northeast. That school has no vacant rooms and has only about 36 vacant seats. It is evident that a new school should be provided to serve this new community. In addition to this new development, many new homes are being erected along Nichols Avenue, south of the Congress Heights School.

"A year ago the school enrolled 535 pupils. The enrollment on December 12, 1940, was 579.

"Recommendation: Purchase land for an elementary school in the vicinity of Nichols Avenue and Atlantic Street SE. Construct a 16-room elementary school and a combination auditorium-gymnasium on land to be purchased in the vicinity of Nichols Avenue and Atlantic Street SE.

"2. Housing developments near the Benning School

"Near the intersection of Minnesota Avenue, Ridge Road, and East Capitol Street a large tract is being developed. Apartments to house 792 units are to be completed by September 1941.

"Also near the Benning School at Minnesota Avenue, north of East Capitol Street is a development providing 200 family units.

"In addition to these a large development called River Terrace will provide more than 500 units on a tract between Minnesota Avenue and Anacostia Avenue, south of Benning Road.

"The enrollment at the Benning School a year ago was 170. On December 12, 1940, the enrollment was 248.

"Recommendation: Construct an 8-room addition and a combination assembly-hall gymnasium at the Benning School, and provide for the remodeling of the present building. (NOTE.—If the Municipal Architect finds that the present structure cannot be satisfactorily enlarged, provision should be made for the construction of a 16-room building with an assembly hall.)

"3. Development near the Randle Highlands-Orr School

"Several extensive real-estate developments have been launched near the Randle Highlands-Orr School providing for at least 500 families. The most important projects to be completed next fall are as follows: Fairlawn Village,

74 units; Lyndale, 56 units; Hi-land Apartments, 35 units; Minnesota Park, 100 units; Twenty-eighth Place and Texas Avenue, 24 units; P Street and Eighteenth Place, 80 units; Pennsylvania Avenue and Thirty-third Place, 15 units; S Street near Twenty-ninth and Thirtieth, 11 units.

"A year ago the enrollment at the Randle Highlands-Orr School was 650 pupils. On December 12, 1940, the enrollment was 747 pupils.

"Recommendation: Construct an eight-room addition and assembly hall-gymnasium at the Randle Highlands School and provide for necessary remodeling of the present building.

"4. Developments in the Hillcrest section

"Pupils residing in the Hillcrest section are attending either the Stanton School or the Randle Highlands School, both of which are now congested because of much real-estate activity near these schools.

"In the Hillcrest section two major real-estate projects are under way. These are Fairfax Village, Thirty-eighth and Alabama Avenue SE., where 640 units will be completed by September 1941, and Dupont Village, near Cedar Hill Cemetery, where 200 houses are contemplated and will be ready in the spring.

"It is essential, therefore, that as soon as the school site is purchased for the Hillcrest section in the vicinity of Pennsylvania Avenue and Alabama Avenue, a school should be erected as soon as possible. This building will be necessary to relieve the Stanton School which now has a class in a portable structure. Many apartments are now being built near the Stanton School near the Skyland project.

"The enrollment at the Stanton School a year ago was 163 pupils. On December 12, 1940, the enrollment was 203 pupils.

"Recommendation: Construct an eight-room extensible building for elementary school pupils on the site to be purchased in the vicinity of Pennsylvania Avenue and Alabama Avenue SE.

"5. Developments in the Bradbury Heights section

"New homes have been going up rapidly in Bradbury Heights. For years the citizens have been asking for a school. The Board of Education has recommended the purchase of a site. Small children in this neighborhood must go long distances to the Randle Highlands-Orr School which is now overcrowded.

"It is essential that this school be provided as soon as possible so that the pupils of that community may be withdrawn from the Randle Highlands School to accommodate the pupils of its own district.

"Recommendation: Purchase a site and prepare plans for an elementary school in the vicinity of Alabama Avenue and Hillside Road SE.

"6. Growth in enrollment, Anacostia section

"Recent rapid growth in the schools in Anacostia is shown as follows:

	Oct. 27, 1939	Nov. 1, 1940	Dec. 12, 1940
Benning	170	232	248
Randle Highlands-Orr	621	692	710
Stanton	163	195	203
Congress Heights	527	553	579
Total	1,481	1,672	1,742

"In 1 year the increase in these schools has been 261 pupils. The increase in about one month and a half has been 70 pupils.

"Summary of emergency school needs

"Transfer a portable school to the Benning School.

"Transfer a portable school to the Stanton School.

"Purchase a site and prepare plans for an elementary school in the vicinity of Nichols Avenue and Atlantic Street SE.

"Construct a 16-room building for elementary-school purposes on the site to be purchased in the vicinity of Nichols Avenue and Atlantic Street SE.

"Purchase land adjacent to the Benning School for the erection of an eight-room addition and assembly hall-gymnasium.¹

"Construct an eight-room addition and assembly hall-gymnasium at the Benning School.¹

"Construct an eight-room addition and assembly hall-gymnasium at the Randle Highlands School.¹

"Construct an eight-room extensible building for elementary-school purposes on the site to be purchased in the vicinity of Alabama Avenue and Pennsylvania Avenue SE.¹

"Purchase a site and prepare plans for an elementary school in the vicinity of Alabama Avenue and Hillside Road SE.¹

"Make immediately available the following items in the regular District of Columbia Appropriations Act for 1942:

"Site, plans, and building at Minnesota Avenue and Ely Place SE.

"Site, and plans for building at Pennsylvania Avenue and Alabama Avenue SE.

Schools affected by housing developments now taking place in the Anacostia-Benning section

Location	Family units	Schools affected
Near Naval Research Laboratory.....	600 (1,000)	Proposed school near Nichols Ave. and Atlantic St. SE.
Nichols Ave. and Chesapeake St. SE.....	125	Congress Heights School.
Fort Dupont Dwellings.....	326	Proposed school near Minnesota Ave. and Ely Pl. SE.
Minnesota Ave. and Ridge Rd.....	792	Benning School and proposed school near Minnesota Ave. and Ely Pl. SE.
Minnesota Ave. and East Capitol.....	200	Benning School.
River Terrace, between Minnesota Ave. and Anacostia Ave..	500	Do.
Fairlawn Village.....	74	Randle Highlands School.
Lyndale.....	56	Do.
Hi-land Apartments.....	35	Do.
Minnesota Park.....	100	Do.
28th Pl. and Texas Ave.....	24	Do.
P St. and 18th Pl.....	80	Do.
Pennsylvania Ave. and 33d Pl.....	15	Do.
S St. near 30th.....	11	Do.
Fairfax Village.....	640	Proposed school in Hillcrest.
Dupont Village.....	200	Proposed school in Bradbury Heights.
		Randle Highlands School.
		Proposed school in Hillcrest.
Skyland Apartments.....	400	Stanton School.

"Respectfully submitted.

R. L. HAYCOCK,
First Assistant Superintendent.

"The Superintendent concurs in the view expressed herein that these developments are creating an emergency insofar as available schoolhouse accommodations are concerned.

"In order that these emergency school needs may have prompt attention, the Superintendent recommends that the Board receive this report and refer it to the committee on finance of the Board for consideration and report back to the Board as soon as practicable, indicating an appropriate course of action to meet these unforeseen developments.

"Respectfully submitted.

FRANK W. BALLOU,
Superintendent of Schools.

¹ To be carried in a supplemental deficiency appropriation.

The letter from Commander Ira P. Griffen, which was referred to in Mr. Haycock's report, is as follows:

"NAVY YARD, WASHINGTON, D. C.,
PUBLIC WORKS DEPARTMENT,
December 20, 1940.

"SUPERINTENDENT OF SCHOOLS,
*Franklin Administration Building,
Washington, D. C.*

"DEAR SIR: Replying to the questions contained in your letter of December 17, 1940, I am submitting the following:

"1. Six hundred families will be accommodated in the naval housing development south of Bolling Field.

"2. From questionnaires returned, it appears that an average of probably 1.5 children per family is a reasonable expectation.

"3. The homes will be of temporary construction, with a life of between 10 and 15 years.

"4. Fifty percent of the development is expected to continue more or less permanently.

"5. The housing project is being developed under Federal auspices and support, and is not constructed with any private real-estate development.

"6. It is not expected that the Navy will furnish any transportation to pupils attending schools either near at hand or at other points in the city.

"7. There is no provision as yet for rendering financial assistance to the District of Columbia for the construction of a public school.

"If there are any further developments which would indicate a possibility of Federal assistance in providing school facilities, I will let you know.

"Very truly yours,

IRA P. GRIFFEN,
*Commander, Civil Engineer Corps,
United States Navy,
Public Works Officer."*

This report was received by the Board of Education on January 5 and was referred to the committee on finance for consideration and report.

The second report, dated February 15, 1941, and based on the report of January 15, makes specific recommendations for the purchase of land and the construction of buildings necessary to meet the existing emergency.

This report was approved by the finance committee and by the Board of Education at its meeting on February 5, 1941, and forwarded to the Board of Commissioners of the District of Columbia. Subsequently, the Commissioners invited the school officers into conference on the emergency needs. It is the understanding of the school officers that the Commissioners contemplate requests for as much of this program of land purchase and schoolhouse construction as can be financed by the District of Columbia under existing procedure.

The report is as follows:

"FEBRUARY 5, 1941.

"*To the Board of Education of the District of Columbia:*

"LADIES AND GENTLEMEN: Recently school officers, accompanied by members of the finance committee of the Board of Education, visited sections of Anacostia with a view to obtaining first-hand information relative to the real-estate developments that are rapidly taking place in that area. We were impressed with the urgency of providing additional schoolhouse accommodations in several communities where housing developments are so extensive and are moving forward so rapidly that the present schools in Anacostia cannot provide for the large influx of new pupils.

"At the meeting of the Board of Education held on January 15, 1941, the Superintendent submitted a comprehensive report covering the real estate situation in the several sections of Anacostia. On the basis of complete information already submitted by the school officers, and the facts revealed in the visits of officers and members of the Board of Education to the Anacostia area, the Superintendent desires to transmit certain estimates for school purposes for inclusion in the next deficiency bill, which is now being prepared by the Commissioners for transmittal to the Bureau of the Budget to be forwarded to Congress for early action.

"Accordingly, the Superintendent desires to transmit the following deficiency items:

"1. For the purchase of land for elementary school purposes adjacent to the Benning School on which to construct an 8-room addition and a combination assembly hall-gymnasium-----	(1)
For the construction of an 8-room addition for elementary school purposes to the Benning School, including a combination assembly hall-gymnasium-----	\$230, 000

¹ Land estimates confidential.

The Benning School is to the northeast of these housing tracts. To the southwest is the North Randle Highlands section, where a new 8-room school is provided for in the regular 1942 bill. This school will serve some of the children living in the western portion of these real-estate developments.

"Justification

"Real-estate operators evidently anticipating the shortage of adequate housing in this city due to the defense program have begun construction on a large scale in the vicinity of the Benning School, located on Minnesota Avenue, north of Benning Road NE.

"Near the intersection of Minnesota Avenue, Ridge Road, and East Capitol Street a large tract is being developed. Apartments to house 792 units are to be completed by September 1941.

"Also near the Benning School at Minnesota Avenue, north of East Capitol Street is a development providing 200 family units.

"In addition to these a large development called River Terrace will provide more than 500 units on a tract between Minnesota Avenue and Anacostia Avenue, south of Benning Road.

"This school is also affected by the Alley Dwelling housing development known as Fort Dupont Dwellings, where units for 326 families are being erected.

"A study of the school census in sections of Anacostia recently developed reveals that approximately 1.6 children of school age are found in each family unit. Of these about 35 percent belong in the elementary school level, grades one to six.

"School officers are convinced that an eight-room addition should be provided for at once, including an assembly hall-gymnasium.

"Increasing enrollments at the Benning School since 1937 has been as follows:

"Oct. 29, 1937-----	168
"Oct. 28, 1938-----	159
"Oct. 27, 1939-----	170
"Nov. 1, 1940-----	232
"Jan. 9, 1941-----	271

"At this school the outgoing pupils of the sixth grade number 17, whereas the intake is 40. This is evidence of rapid influx.

"An item is also carried herewith providing for the purchase of additional land at the Benning School on which to construct this addition.

"2. For the construction of an 8-room addition for elementary school purposes at the Randle Highlands School, including a combination assembly hall-gymnasium-----	\$230, 000
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"Justification

"A rapidly developing emergency has arisen in the vicinity of the Randle Highlands School where new real estate projects on a large scale are now under way to meet the housing shortage in this city.

"Several extensive real-estate developments have been launched near the Randle Highlands-Orr School providing for at least 500 families. The most important projects to be completed next fall are as follows: Fairlawn Village, 74 units; Lyndale, 56 units; Hi-land Apartments, 35 units; Minnesota Park, 100 units; Twenty-eighth Place and Texas Avenue, 24 units; P Street and Eighteenth Place, 80 units; Pennsylvania Avenue and Thirty-third Place, 15 units; S Street near Twenty-ninth and Thirtieth, 11 units.

"Many new homes are being erected just east of the schools in the sections known as Fort Davis, Mount Dome, and Hollywood. All of these developments are moving forward so rapidly that our present schools cannot accommodate them. On the basis of 1.6 children per family unit, which is the average found in the new communities in Anacostia, an eight-room addition including an assembly hall-gymnasium should be provided at once.

"School records show increasing enrollments at the Randle Highlands-Orr School as follows:

"Oct. 29, 1937-----	593
"Oct. 28, 1938-----	628
"Oct. 27, 1939-----	621
"Nov. 1, 1940-----	692
"Jan. 9, 1941-----	723

"At this school the outgoing pupils of the sixth grade number 83, whereas the intake of first-grade pupils is 143. This gives evidence of a rapid influx of new growth.

"3. For the purchase of a site for elementary school purposes in the vicinity of Pennsylvania and Alabama Aves. SE----- (1)

"In the regular bill for 1942 an item is carried providing for the purchase of a site and the preparation of plans for a building in the vicinity of Pennsylvania and Alabama Avenues. Provision for a site should be carried as a deficiency item in order that it may be purchased at once.

¹ Land estimates confidential.

"For the construction of an 8-room extensible building for elementary school purposes on a site to be purchased in the vicinity of Pennsylvania and Alabama Aves. SE----- \$180,000

"Justification

"Housing developments of major significance are under way in and near the Hillcrest section of Anacostia. Work on these homes is progressing so rapidly that steps should be taken at once to provide a school for this neighborhood.

"Pupils residing in the Hillcrest section are attending either the Stanton School or the Randle Highlands School, both of which are now congested because of much real estate activity near these schools.

"In the Hillcrest section two major real-estate projects are under way. These are Fairfax Village, Thirty-eighth and Alabama Avenue SE., where 640 units will be completed by September 1941, and Dupont Village, near Cedar Hill Cemetery, where 200 houses are contemplated and will be ready in the spring.

"It is essential, therefore, that a school be erected as soon as the school site is purchased for the Hillcrest section in the vicinity of Pennsylvania and Alabama Avenues. This building will be necessary to relieve the Stanton School which now has a class in a portable structure. Many apartments are now being built near the Stanton School in the Skyland project.

"On the basis of 1.6 children of school age per family, school officers are convinced an eight-room school should be built as soon as a site can be purchased.

"Enrollments at the Randle Highlands and the Stanton Schools definitely indicate the population growth taking place in this section.

	Oct. 29, 1937	Oct. 28, 1938	Oct. 27, 1939	Nov. 1, 1940	Jan. 9, 1941
Randle Highlands-Orr-----	593	628	621	692	732
Stanton-----	117	157	163	195	207
Total-----	710	785	784	887	930

"4. For the purchase of a site for elementary school purposes in the vicinity of Nichols Ave. and Atlantic St. SE----- (1)

"For the construction of an 8-room extensible building for elementary school purposes on a site to be purchased in the vicinity of Nichols Ave. and Atlantic St. SE----- \$180,000

¹ Land estimates confidential.

"Justification

"Between Bolling Field and the Naval Research Laboratory the Navy Department is sponsoring the construction of units for 600 families to be occupied before next summer. Ultimately it is expected that 1,000 families will occupy this tract. A statement from Commander Ira P. Griffen, attached herewith, describes certain features of this undertaking. The naval authorities estimate that 900 children of school age will occupy the first 600 homes.

"In addition to the above development, a large tract is being opened by a real-estate operator at Nichols Avenue and Chesapeake Street SE., where 125 family units will be erected by September.

"The nearest elementary school to these developments is the Congress Heights School, located at least a mile to the northeast. That school is operating at capacity. It is evident that a new school should be provided to serve this new community. In addition to this new development, many new homes are being erected along Nichols Avenue, south of the Congress Heights School.

"According to the school census the newly developed sections of Anacostia show approximately 1.6 children of elementary school age to the family. It is evident that an eight-room building would probably be more than filled by the new pupils who will live in this community.

"Recent growth at the Congress Heights School is shown as follows:

"Oct. 27, 1939-----	527
"Nov. 1, 1940-----	553
"Jan. 9, 1941-----	574

"Outgoing pupils in the sixth grade number 76. Incoming pupils in the first grade number 111. This heavy influx indicates congestion.

"5. For the purchase of a site for elementary school purposes in the vicinity of Minnesota Ave. and Ely Pl. SE----- (1)

"For the construction of an 8-room extensible building for elementary school purposes on a site to be purchased in the vicinity of Minnesota Ave. and Ely Pl. SE----- \$180,000

¹ Land estimates confidential.

"In the regular bill for 1942 items are carried providing for the purchase of a site and for the erection of a building in the vicinity of Minnesota Avenue and Ely Place SE. Those provisions should be carried as deficiency items in order that the proposed construction may begin as soon as possible.

"Justification

"This neighborhood lying between Benning on the east and Randle Highlands on the west is likewise seriously affected by the extensive real-estate developments taking place nearby. Many pupils in the Fairlawn development will attend the new school to be erected; also many of the children who will live in the housing developments to the east will be close enough to attend the school at this point. This school will have the effect of drawing pupils from the congested Randle Highlands area and pupils from the Benning area which are steadily overcrowding the schools in those sections.

"Two portable structures have been erected on land in this vicinity purchased several years ago by the National Park and Planning Commission. These portables are occupied by very small children who formerly attended the Benning School and the Orr School, each being more than a mile away from this community which is known as North Randle Highlands.

"Young children of grades 4, 5, and 6 must continue to go long distances to school until this neighborhood is provided with its community school.

"6. For the purchase of a site for elementary school purposes in the vicinity of Alabama Ave. and Hillside Rd. SE----- (1)

"For the construction of an 8-room extensible building for elementary school purposes on a site to be purchased in the vicinity of Alabama Ave. and Hillside Rd. SE., second floor to remain uncompleted----- \$180,000

¹ Land estimates confidential.

"Justification

"The erection of a school in this vicinity will provide for the children living in the Bradbury Heights section. This is a growing community in which many new homes are being erected. Several new real estate subdivisions have been opened in this section and many homes have been under construction during the past year and are already planned for the near future.

"The children living in the Bradbury Heights section have been attending the Randle Highlands School and the Orr School, both of which are far distant from their homes. The bus transportation for these children has been very unsatisfactory, and small children are subjected to very dangerous traffic situations. The citizens of this community have petitioned Congress and also the Board of Education for several years, requesting school accommodations.

"If a new building can be provided in the neighborhood of Alabama Avenue and Hillside Road, SE., this school will serve some of the families living in the upper end of the new housing development now under construction on Ridge Road by the Alley Dwelling Authority. It is essential that this school be provided as soon as possible so that the pupils of that community may be withdrawn from the Randle Highlands School to accommodate the pupils of its own district.

"The Superintendent recommends that the Board of Education approve the requests for deficiencies, as indicated in this report, the same to be forwarded to the Commissioners by the Secretary to the Board immediately following this meeting.

"Respectively submitted.

FRANK W. BALLOU,
Superintendent of Schools.
JAMES A. GANNON,
Chairman.
LENORE W. SMITH,
JOHN H. WILSON,
Committee on Finance."

Schools for colored pupils—Divisions 10-13

Similarly the school officers and the Board of Education have given consideration to the emergency needs in the colored schools. The first report outlining these needs was submitted to the Board of Education under date of February 5, 1941, and referred to the Committee on Finance. The report is as follows:

"FEBRUARY 5, 1941.

"To the Board of Education of the District of Columbia:

"LADIES AND GENTLEMEN: Under date of February 4, 1941, the superintendent received the following memorandum from First Assistant Superintendent Wilkinson and Assistant Superintendent Savoy:

" 'Memorandum for the Superintendent of Schools:

" 'Re: Emergency school building needs, Divisions 10-13, caused by new housing construction.

" 'In the northeast and the southeast sections of this city, several new housing projects which are scheduled to be ready for occupancy by September 1941, render necessary the taking at this time of steps to provide additional elementary school facilities to accommodate the younger children who will reside in the housing projects. Some of the projects in question are sponsored by private concerns; others, by the Alley Dwelling Authority.

" 'Existing school facilities in the vicinities of the housing projects in question are wholly inadequate to meet the needs of the fast-approaching situations. In the judgment of this office, therefore, appropriate steps should be taken immediately to secure from the Congress deficiency appropriations sufficient to provide the additional facilities indicated below.

" 'The following are the situations which require action at this time:

" '1. Vicinity of Forty-ninth Street and Sheriff Road NE.

" 'On a tract of land south of Sheriff Road, between Forty-ninth and Fifty-second Streets, NE., a private concern, with the backing of the Federal Housing Administration, has under construction the first section of a housing project calculated ultimately to house 1,260 families. This section is to be ready for occupancy by September 15, 1941. The section under construction is scheduled to house 204 families.

" 'The housing project in question lies about midway between, and about six blocks from the Burrville and the Deanwood Schools. The number of classrooms and enrollments of those schools are as follows:

School	Number classrooms	Enroll- ment Jan. 9, 1941
Burrville.....	20	711
Deanwood.....	17	612

" 'With their present enrollments, the two schools together will be inadequate to meet the needs of the new situation.

" 'Recommendation: Purchase a site for the construction of an eight-room extensible elementary school with combination assembly hall-gymnasium in the vicinity of Forty-ninth and Hayes Streets NE. Construct an eight-room extensible elementary school with combination assembly hall-gymnasium on land to be purchased in the vicinity of Forty-ninth and Hayes Streets NE.

" '2. Carrollsburg dwellings, vicinity of Fourth and L Streets SE.

" 'The Carrollsburg Dwellings, an Alley Dwelling Authority housing development, is in course of construction on property lying between Third and Fifth, I and M Streets SE. This development will contain 314 dwelling units. Carrollsburg Dwellings are scheduled to be ready for occupancy in August 1941.

" 'It is estimated that the population of Carrollsburg Dwellings, fully occupied, will include approximately 600 children. In the judgment of this office, approximately 300 of those children will be of elementary school age. School facilities within a radius of one-half mile of the new development will not offer proper accommodations for the children in question. The Van Ness School, when ready for occupancy, and the Giddings School, both within the mentioned radius, will this semester be fully occupied.

" 'Recommendation: Purchase land adjoining the grounds of the Van Ness School to permit of the construction of an eight-room addition, with assembly hall-gymnasium, at that school and to provide area for physical education purposes. Construct an eight-room addition, with assembly hall-gymnasium, at the Van Ness School.

" 'Summary of items requiring deficiency appropriations

" '1. Purchase a site for the construction of an eight-room extensible elementary school with assembly hall-gymnasium in the vicinity of Forty-ninth and Hayes Streets NE.

" '2. Construct an eight-room extensible school, with assembly hall-gymnasium, on site to be purchased in the vicinity of Forty-ninth and Hayes Streets NE.

" 'Purchase land adjoining the grounds of the Van Ness School to permit of the construction of an eight-room addition with assembly hall-gymnasium at that school and to provide area for physical education purposes.

" '4. Construct an eight-room addition, with assembly hall-gymnasium, at Van Ness School.

" 'This office respectfully recommends that appropriate steps be taken to secure the necessary appropriations for the items listed above.

" 'In addition to those mentioned above, other large housing projects will be ready for occupancy during the 1941 calendar year. They are as follows:

" '1. Frederick Douglass Dwellings, 313 units; Alabama Avenue and Twenty-first Street SE.; Alley Dwelling Authority; ready June 1941.

" '2. Kelly Miller Dwellings, 169 units; vicinity, Fourth and W Streets NW.; Alley Dwelling Authority; ready October 1941.

" 'In 1942, the following projects are scheduled to be ready for occupancy:

" '1. James Creek project, 262 units; vicinity, First and N Streets SW.; Alley Dwelling Authority; ready, 1942.

" '2. King's Court project, 302 units; vicinity, Fourth and N Streets NW.; Alley Dwelling Authority; ready, 1942.

" '3. Kenilworth Avenue project, 350 units; vicinity, Benning Race Track and Anacostia Park NE.; Alley Dwelling Authority; ready, 1942.

" 'The five projects listed immediately above are included in this report for the information of the Superintendent. No deficiency appropriation is being requested for them at this time.

" 'A. K. SAVOY,

Assistant Superintendent of Schools.

" 'G. C. WILKINSON,

First Assistant Superintendent of Schools.'

" 'The Superintendent transmits this report to the Board with a recommendation that it be referred to the Committee on Finance for consideration and report.

" 'The Superintendent respectfully suggests that the finance committee visit the schools referred to in this report and observe the construction projects referred to in this report.

"In view of the urgency of these matters, it is hoped that these projects may be investigated and a report made to the Board at the next regular meeting on February 19.

"Respectfully submitted.

"FRANK W. BALLOU,
Superintendent of Schools."

At the subsequent meeting of the Board of Education on February 19, 1941, the Board of Education, on recommendation of the finance committee, adopted a program of land purchase and schoolhouse construction believed necessary to meet the emergency needs existing in the colored schools. That report was approved by the Board of Education and forwarded to the Commissioners and it is the understanding of the school officers that the Commissioners contemplate undertaking to meet these emergency needs as far as the finances of the District of Columbia will permit.

The report is as follows:

"FEBRUARY 19, 1941.

"To the Board of Education of the District of Columbia:

"LADIES AND GENTLEMEN: At its meeting held on February 5, 1941, the Superintendent submitted to the Board of Education a report informing the Board of certain housing projects either in course of construction or in contemplation for colored people in the District of Columbia and advising the Board of the urgent and immediate need for additional schoolhouse accommodations in the vicinity of two of those projects.

"To gather further and direct information as to the situation, the chairman of the finance committee of the Board of Education, the Superintendent, and other school officers on Friday, February 14, 1941, visited, among others, the sections in which the needs are immediate.

"As a result of careful consideration of the matter, the Superintendent submits to the Board of Education for inclusion in the next deficiency bill, which the Commissioners of the District of Columbia are now preparing, estimates covering certain land and construction items the provision of which the situation renders immediately necessary. The items in question are as follows:

- | | |
|--|------------|
| "1-a. For the purchase of land for elementary school purposes adjoining the grounds of the Van Ness School on which to construct an 8-room addition, with combination assembly hall-gymnasium----- | (1) |
| "1-b. For the construction of an 8-room addition, with combination assembly hall-gymnasium, at the Van Ness School, including the necessary remodeling of the present building----- | \$230, 000 |

¹ Land estimates confidential.

"Justification

"Within a distance of from one to three blocks of the Van Ness School, the Alley Dwelling Authority has under construction a housing project to be known as the Carrollsburg Dwellings. These dwellings are located between Third and Fifth, I and M Streets, SE. They will house 314 families and are scheduled to be ready for occupancy in August 1941.

"It is estimated that of the population of Carrollsburg Dwellings, fully occupied, approximately 300 will be children of elementary school age.

"Both the Van Ness School and the Giddings School which is located approximately one-quarter of a mile from Carrollsburg Dwellings will, when the Van Ness School is ready for use within the next month, be fully occupied. Provision for additional school facilities to accommodate the expected increase of 300 elementary school children is therefore necessary.

- | | |
|--|------------|
| "2-a. For the purchase of land for elementary school purposes in the vicinity of Forty-ninth and Hayes Streets NE., on which to construct an 8-room extensible school----- | (1) |
| "2-b. For the construction of an 8-room extensible school building for elementary school purposes on a site to be purchased in the vicinity of Forty-ninth and Hayes Streets NE----- | \$180, 000 |

¹ Land estimates confidential.

Justification

"On a 10-acre section of a 62-acre tract lying between Forty-ninth Street and Division Avenue, Grant Street and Sheriff Road NE., 13 apartment houses designed to accommodate 204 families are under construction by a private concern backed by the Federal Housing Administration. The apartments in question are scheduled to be ready for occupancy by September 15, 1941. They constitute the first section of a project calculated ultimately to house 1,260 families.

"In the 204 families expected to occupy the apartments mentioned above, it is estimated that there will be more than 200 children of elementary school age.

"The housing project in question lies between the Burrville and the Deanwood Schools, both of which are located in growing communities. The number of classrooms and the enrollments of those schools as of January 9, 1941, are as follows:

School	Number of classrooms	Enrollment
Burrville.....	20	711
Deanwood.....	17	612

"It is quite evident with the enrollments given that the two schools will be inadequate properly to meet the needs of the new situation. Additional school-house accommodations for elementary school children are, therefore, necessary.

"3-a. For the purchase of land in the vicinity of 49th St. and Washington Pl. NE., for the construction of a junior high school..... (1)

"3-b. For beginning the construction of a junior high school on a site in the vicinity of 49th St. and Washington Pl. NE., and the Commissioners are authorized to enter into contract or contracts for such building at a cost not to exceed \$817,200: *Provided*, That not to exceed \$16,761 of the amount herein appropriated may be transferred to the credit of the appropriation account "Municipal Architect's Office construction services," and to be available for the preparation of plans and specifications for said building..... \$300, 000

¹ Land estimates confidential.

"Justification

"The Browne Junior High School, located at Twenty-fourth Street and Benning Road NE., is not large enough to accommodate all of the colored pupils of junior high school classification in the northeast section of the city. The Browne Junior High School, with a capacity of 918, already (February 14, 1941) has an enrollment of 1,417 pupils. To accommodate these extra 499 pupils at the beginning of the second semester of the current school year, the Browne Junior High School was compelled to operate a staggered program, requiring the school to open at 8 a. m. and close at 4 p. m.

"The steadily increasing enrollment at Browne since 1935 and the new housing projects for colored people now under construction and imminent in the northeast section of the city point to the necessity for providing immediately additional junior high school accommodations for colored pupils in this area.

"Enrollments at Browne Junior High School:

"Nov. 1, 1932.....	669	Oct. 29, 1937.....	998
"Nov. 1, 1933.....	699	Oct. 28, 1938.....	1, 100
"Nov. 1, 1934.....	627	Oct. 27, 1939.....	1, 263
"Nov. 1, 1935.....	584	Nov. 1, 1940.....	1, 358
"Oct. 30, 1936.....	873	Feb. 14, 1941.....	1, 417

"On a tract of land south of Sheriff Road, between Forty-ninth and Fifty-second Streets NE., a private concern, with the backing of the Federal Housing Administration, has under construction the first section of a housing project calculated ultimately to house 1,260 families. The section under construction and to be completed in 1941 is scheduled to house 204 families.

"The Alley Dwelling Authority is about to construct for colored people the Kenilworth housing project in the vicinity of the Benning Race Track and Anacostia Park NE. This project, providing 350-family units, will be ready for occupancy early in 1942.

"Scores of new houses for colored people are now under construction in the immediate vicinity of the Browne Junior High School. New building operations now underway in Capitol Heights will further tax the inadequate junior high-school facilities at Browne.

"It is essential, therefore, that land be purchased and a junior high school be erected at once to relieve the Browne Junior High School of its present excess enrollment (approximately 500 pupils), and to provide school facilities for children of junior high-school classification who will reside in these new housing projects for colored people in the northeast section of the city.

"The Superintendent recommends that the Board of Education approve the above requests for deficiency appropriations and immediately forward the same to the Commissioners of the District of Columbia.

"Respectfully submitted.

"FRANK W. BALLOU,
Superintendent of Schools.
 "JAMES A. GANNON, *Chairman.*
 "LENORE W. SMITH.
 "JOHN H. WILSON,
Committee on Finance."

WASHINGTON, D. C., March 27, 1941.

HON. JOHN TOLAN,
House of Representatives, Washington, D. C.

MY DEAR CONGRESSMAN TOLAN: In accordance with your request, I hand you herewith an extract from the annual report of the Department of Educational Research, Divisions 1-9, for the school year 1939-40, prepared by Miss Jessie LaSalle, Assistant Superintendent of Schools. This extract covers the study of intrasemester pupil turn-over which I mentioned in my testimony before your committee on March 26.

Yours very sincerely,

(Signed) FRANK W. BALLOU,
Superintendent of Schools.

[The extract referred to above, to which reference is made in testimony on p. 4551, is as follows:]

STUDY OF INTRASEMESTER PUPIL TURN-OVER

FOREWORD

One of the outstanding characteristics of our present age seems to be motility—moving around—not "staying put." The bad effects of this are becoming evident in education as shown by the following:

1. From the standpoint of administration we face increased costs.

The demands on the child to make adjustments to first one teacher and then another, one school and then another, one unit of work and then another, are placing a burden upon him too difficult to be carried successfully. We are faced with much repetition and obvious need for more remedial instruction due to this growing fluctuation of pupils in our schools.

2. From the standpoint of teaching there is terrible waste.

It has been frequently observed that you can't teach pupils until you "learn them." Before a teacher becomes acquainted with a child, with the influencing environmental factors that obtain, such as socio-economic standard of the home, home discipline or lack of it, its ideals and interests, the child is gone. There is a great deal of wasted energy in the constant testing to find out what the new child knows and the effort to bring him into approximate line with the group.

In the underprivileged areas where of course we would expect to find the greatest motility, there are great inroads on teacher time in getting social welfare agency contacts established, whereby the needy children may be fed or clothed or otherwise cared for.

There is again a great deal of time devoted to clerical work in checking on data, transferring data, making out transfers and tracing records. With this constant adjustment to new pupils on the part of the teacher her load is far greater than "average enrollment" would lead one to suspect.

The constant shifting of pupil personnel in the group leaves a teacher with little sense of definite accomplishment and satisfaction in the work of seeing pupils

grow in power. Her plans are continuously in process of remaking because of the fluctuation of the group. The group starts on a project but change of pupils who are responsible for certain features, leaves the group and teacher with a sense of insecurity—of being unable to have a continuity of development.

The discipline problems are greater where there are many teacher-pupil and pupil-pupil adjustments to be made.

The nerve strain on teachers and pupils is increasing with the constant motility that does not give a sense of stability. The growing psychotic manifestations of teachers and pupils can be traced in no small measure to this instability of placement in this shift from school to school and teacher to teacher.

3. From the standpoint of the pupil there is loss of much that is valuable for the well-rounded development of the individual.

Under these conditions a pupil does not become acquainted with his fellows—establishes no deep and abiding friendship—no continuity of learning—no school or group loyalties. This loss of the old school pride may be one of the causes of growing lack of respect for school property and increase in the vandalism so frequently reported.

With these many school changes and consequent increased repetitions there grows up a dissatisfaction in the pupil because he doesn't feel progress—dissatisfaction with himself—with school—with learning. His personality is distorted and the road leading to delinquency looks more inviting than school which gives him so little satisfaction.

Because this motility seems to be on the increase and because it proves to be expensive in costs, in time and energy wasted, in nerve strain, in increased repetition, in warping personalities, it has been deemed of sufficient importance to make a serious study of its extent since intimate work with pupils' cumulative records has made us increasingly aware of the growing tendency toward transiency of pupil placement in our elementary schools.

METHOD EMPLOYED

In order that a study of the extent of the intrasemester turn-over might be made, principals and teachers were asked to fill out necessary forms at the close of each 6-week period during the school year 1938-39. It is due to the fine professional attitude and 100 percent cooperation of the elementary school principals and teachers that this study has been made possible.

In the city of Washington, D. C., the roll books or pupil registers are set after a 2-week period of organization during which pupils are entering and transferring. New classes are opened and small classes are closed out. It is assumed that by the third Monday of the school term major adjustments will have been made, that most of the late vacationists will have returned, and the classes will have shaken down to what would be considered each teacher's group for that semester. *The enrollment at the time the roll book is set is taken as the base to be used in all computations in this study.* Results are to be considered as approximate since in all computations we have confined ourselves to tenths of percents.

RESULTS OF STUDY

First semester.—At the setting of the roll books the third Monday of the semester, i. e., October 3, 1938, there was an enrollment of 29,423 pupils enrolled in the regular classes of the elementary schools.

In table I is shown the distribution of this enrollment according to the five geographical divisions of the white elementary schools. This will be found here in column 1. All pupils entering after the setting of the roll book, except those designated in our reports as E4C, are recorded in column 2, and the ratio these entrants (called E's) bear to the basal enrollment is expressed in the percents recorded in column 3 of table I.

By the designation E4C we mean self-to-self transfers. For example, a teacher may have a 5B-6A group. She may transfer a pupil from her 5B to her 6A or vice versa. The pupil in school records would be termed a new entry to the group. The child's classification changes but his teacher does not, so that we have not considered this a change or E affecting the group, and requiring adjustment of teacher and pupil. Therefore, no such E's have been included. E's we do include are the following:

- Pupils entering from other District of Columbia Public schools.
- Pupils entering from other teacher's rooms in the same school.
- Pupils entering from parochial and private schools.
- Pupils entering from outside the District of Columbia.
- Pupils entering school for the first time.

TABLE I

First semester	Enrolled October 1938	Entered (except E4c)	E's ex- pressed in percent of basal en- rollment
Division I.....	5,037	551	10.9
Division III.....	7,820	928	11.9
Division V.....	4,770	480	10.1
Division VI.....	5,523	813	14.7
Division VII.....	6,273	876	14.0
Total.....	29,423	3,648	¹ 12.4

¹ Average.

A study of table I reveals the fact that intrasemester entrants to teachers' rooms after the roll book was set represent from 10.1 percent in division V to 14.7 percent of the basal enrollment in division VI, the average for the city being approximately 12.4 percent.

Turn-over is not only expressed in terms of pupils entering but also by the number of pupils being transferred out of our classes, these being termed "departures." The extent of such charge is included in table II. Here also the D's included are all those except D's from self—i. e., those designated in the roll book as D7C:

TABLE II

First semester	Enrolled October 1938	Departed (except D7C)	D's expressed in percent of basal enrollment
Division I.....	5,037	411	8.2
Division III.....	7,820	744	9.5
Division V.....	4,770	498	10.4
Division VI.....	5,523	883	16.0
Division VII.....	6,273	905	14.4
Total.....	29,423	3,441	¹ 11.7

¹ Average.

Table II shows that intrasemester departures from teachers' rooms after roll books were set represent from 8.2 percent in division I to 16 percent of the basal enrollment in division VI, with the average for the city being 11.7 percent.

Table III is a combination of tables I and II, showing turn-over expressed by E's and D's in terms of percent of basal enrollment:

TABLE III.—*Fluctuation as shown by the sum of new entrants and departures*

Division	Enrolled October 1938	Entered (except E4C)	Departed (except D7C)	Number of cases E and D	E expressed in percent of basal enrollment	D expressed in percent of basal enrollment	Total E and D expressed in percent of basal enrollment
I.....	5,037	551	411	962	10.9	8.2	19.1
III.....	7,820	928	744	1,672	11.9	9.5	21.4
V.....	4,770	480	498	978	10.1	10.4	20.5
VI.....	5,523	813	883	1,696	14.7	16.0	30.7
VII.....	6,273	876	905	1,781	14.0	14.4	28.4
Total.....	29,423	3,648	3,441	7,089	¹ 12.4	¹ 11.7	¹ 24.1

¹ Average.

Table III reveals the extent of change as expressed by E's and D's in terms of the percent of basal enrollment. This ranges on the average from 19.1 percent in Division I to 30.7 percent in Division VI, with a city average of 24.1 percent. Changes in class groups, therefore, are shown to be approximately one-fourth of the

basal enrollment, that is, 7,089 transfers in or out of the classes, an astonishing amount of adjustment on the part of pupils and teachers.

A similar study was carried on during the second semester.

Second semester.—At the setting of the roll books on February 20, 1939, there was an enrollment of 29,222 pupils in the regular classes of the elementary schools, distributed as is shown in Table IV. All pupils entering after the setting of the roll books except the transfers from self-to-self (our reports, E4C) are recorded in column 2 and the ratio these entrants (called E) bear to basal enrollments is expressed in percents and recorded in column 3 of Table IV:

TABLE IV

Second semester	Enrolled February 1939	Entered (except E4C)	E's ex- pressed in percent of basal enrollment
Division I.....	5,124	338	6.6
Division III.....	7,876	533	6.8
Division V.....	4,648	345	7.4
Division VI.....	5,423	538	9.9
Division VII.....	6,151	531	8.6
Total.....	29,222	2,285	7.8

¹ Average.

Table IV shows that in the second semester entrants to classes, after the roll book was set, average from 6.6 percent of the basal enrollment in division I to 9.9 percent in division VI, with city average 7.8 percent. This represents 2,795 pupils.

The extent of change due to departures from the classes is shown now in table V:

TABLE V

Second semester	Enrolled February 1939	Departed (except D7C)	D's ex- pressed in percent of basal en- rollment
Division I.....	5,124	449	8.8
Division III.....	7,876	692	8.8
Division V.....	4,648	366	7.9
Division VI.....	5,423	653	12.0
Division VII.....	6,151	635	10.3
Total.....	29,222	2,795	9.6

¹ Average.

Table V shows that the second semester departures from classes after the setting of the rollbook average from 7.9 percent in division V to 12.0 percent in division VI, with the city average 9.6 percent.

In table VI will be shown the combination of tables IV and V, i. e., turn-over expressed by E and D in terms of numbers and percents of basal enrollment:

TABLE VI.—*Fluctuation as shown by the sum of new entrants and departures*

Division	Enrolled, February 1939	Entered (except E4C)	Departed (except D7C)	Number of cases E and D	E expressed in percent of basal enrollment	D expressed in percent of basal enrollment	Total E and D expressed in percent of basal enrollment
I.....	5,124	338	449	787	6.6	8.8	15.4
III.....	7,876	533	692	1,225	6.8	8.8	15.6
V.....	4,648	345	366	711	7.4	7.9	15.3
VI.....	5,423	538	653	1,191	9.9	12.0	21.9
VII.....	6,151	531	635	1,166	8.6	10.3	18.9
Total.....	29,222	2,285	2,795	5,080	7.8	9.6	17.4

¹ Average.

Here we see that the extent of change as expressed by E's and D's in terms of percent of basal enrollment ranges from 15.3 percent in division V to 21.9 percent in division VI, with the city average 17.4 percent. Changes in class groups in the second semester, therefore, are shown to be approximately one-sixth of the basal enrollment, i. e. 5,080 transfers in or out of the classes, and representing a great amount of adjustments that have to be made on the part of teachers and pupils.

A comparison of turnover, first and second semesters, is now presented in table VII:

TABLE VII.—Comparison of intrasemester turnover, first and second semesters, in terms of percent of basal enrollment

Division	E		D		E and D	
	First semester	Second semester	First semester	Second semester	First semester	Second semester
I.....	10.9	6.6	8.2	8.8	19.1	15.4
III.....	11.9	6.8	9.5	8.8	21.4	15.6
V.....	10.1	7.4	10.4	7.9	20.5	15.3
VI.....	14.7	9.9	16.0	12.0	30.7	21.9
VII.....	14.0	8.6	14.4	10.3	28.4	18.9
Average.....	12.4	7.8	11.7	9.6	24.1	17.4

Inspection of table VII shows that the E's in first semester far exceed those in the second, and with the exception of division I the D's likewise, whereas the total change expressed in E and D percent of basal enrollment is far greater in the first semester than it is in the second. In other words, the second semester is considerably more stabilized than is the first. It is quite apparent that the greatest amount of adjustment is demanded in divisions VI and VII, especially notable in first semester. Divisions I, III, and V show much less intrasemester turn-over as divisions.

Tables showing the extent of intrasemester turn-over in each of the schools and of the school units in each division now follow:

TABLE VIII.—Division I, individual schools, first semester

School	Enrolled October 1938	E's (except E4C)	E in percent of basal enrollment	D's (except D7C)	D in percent of basal enrollment	E's and D's	Total E and D expressed in percent of basal enrollment
Addison.....	192	27	14.1	21	10.9	48	25.0
Curtis.....	49	15	30.6	13	26.5	28	57.1
Hyde.....	235	36	15.3	31	13.2	67	28.5
Brown.....	286	25	8.7	15	5.2	40	13.9
Lafayette.....	578	26	4.5	19	3.3	45	7.8
Corcoran.....	188	16	8.5	14	7.4	30	15.9
Eaton.....	319	13	4.1	21	6.6	34	10.7
Fillmore.....	283	20	7.1	13	4.6	33	11.7
Jackson.....	186	24	12.9	21	11.3	45	24.2
Grant.....	236	71	30.1	47	19.9	118	50.0
Weightman.....	95	32	33.7	26	27.4	58	61.1
R. L. Hardy.....	247	16	6.5	14	5.7	30	12.2
Key.....	260	11	4.2	13	5.0	24	9.2
Hearst.....	201	14	6.9	12	6.0	26	12.9
Industrial Home.....	68	32	47.1	26	38.2	58	85.3
Janney.....	547	38	6.9	27	4.9	65	11.8
Mann.....	233	12	5.1	9	3.9	21	9.0
Murch.....	320	67	20.4	20	6.1	87	26.5
Oyster.....	198	29	14.6	24	12.1	53	26.7
Stoddert.....	307	27	8.8	25	8.1	52	16.9
Division.....	5,037	551	10.9	411	8.2	962	17.4

¹ Average.

A study of table VIII, excepting Industrial Home School which because of its uniqueness of court control is in a class by itself, shows in division I, first semester, that although the average E percent of basal enrollment is 10.9 percent it ranges from as low as 4.1 percent at John Eaton to 33.7 percent at Weightman School.

The D's division average 8.2 percent. Here we find the range from 3.3 percent at Lafayette to 27.4 percent at Weightman School.

The E and D average percent of basal enrollment for division I is 19.1 percent. The schools range from 7.8 percent at Lafayette to 61.1 percent at Weightman. Differences in amount of adjustments necessary is startlingly obvious in situations where only 7.8 percent of the basal enrollment changes and where 61.1 percent changes.

TABLE IX.—*Division I, individual schools, second semester*

School	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Addison.....	225	13	5.8	24	10.7	37	16.5
Curtis.....	27	3	11.1	9	33.3	12	44.4
Hyde.....	220	36	16.4	28	12.7	64	29.1
Brown.....	286	7	2.4	10	3.5	17	5.9
Lafayette.....	580	16	2.8	13	2.2	29	5.0
Corcoran.....	183	13	7.1	23	12.6	36	19.7
Eaton.....	297	13	4.4	23	7.7	36	12.1
Fillmore.....	286	26	9.1	27	9.4	53	18.5
Jackson.....	183	10	5.5	18	9.8	28	15.3
Grant.....	269	31	11.5	46	17.1	77	28.6
Weightman.....	100	22	22.0	34	34.0	56	56.0
Hardy.....	256	8	3.1	21	8.2	29	11.3
Key.....	256	7	2.7	12	4.7	19	7.4
Hearst.....	208	5	2.4	7	3.4	12	5.8
Industrial Home.....	62	15	24.2	10	16.1	25	40.3
Janney.....	563	56	9.9	54	9.6	110	19.5
Mann.....	235	11	4.7	17	7.2	28	11.9
Murch.....	379	12	3.2	25	6.6	37	9.8
Oyster.....	204	8	3.9	27	13.2	35	17.1
Stoddert.....	305	26	8.5	21	6.9	47	15.4
Division.....	5,124	338	¹ 6.6	449	¹ 8.8	787	¹ 15.4

¹ Average.

Table IX shows us that division I in the second semester has E's on the average of 6.6 percent basal enrollment. The range is from 2.4 percent at Brown and Hearst Schools to 22 percent at Weightman.

The D's in this division average 8.8 percent but the range in the schools is from 2.2 percent at Lafayette up to 34 percent at Weightman.

If we consider the total changes expressed by E and D we find the E and D average of basal enrollment for the division is 15.4 percent whereas the schools range from 5 percent at Lafayette to 56 percent at Weightman. The stability of some neighborhoods, therefore, is unquestionably shown and the unstable communities stand clearly revealed as one scrutinizes these tables.

Since principals having more than one school might like to study their school units also, tables X and XI are herewith presented:

TABLE X.—*Division I, school units, first semester*

Unit	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Curtis.....	476	78	16.4	65	13.6	143	30.0
Hyde.....							
Addison.....							
Fillmore.....	469	44	9.4	34	7.2	78	16.6
Jackson.....							
Grant.....							
Weightman.....	331	103	31.1	73	22.1	176	53.2
Hardy.....							
Key.....	507	27	5.3	27	5.3	54	10.6

TABLE XI.—*Division I, school units, second semester*

Unit	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Curtis.....	472	52	11.0	61	12.9	113	23.9
Hyde.....							
Addison.....							
Fillmore.....	469	36	7.7	45	9.6	81	17.3
Jackson.....							
Grant.....	369	53	14.3	80	21.7	133	36.0
Weightman.....							
Hardy.....	512	15	2.9	33	6.4	48	9.3
Key.....							

The greatest demand for adjustment of pupil-teacher and pupil-pupil is shown in the Grant-Weightman School unit with very little at Hardy-Key.

Table showing the extent of intrasemester turn-over in each of the schools in division III follows:

TABLE XII.—*Division III, individual schools, first semester*

School	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Adams.....	639	136	21.3	89	13.9	225	35.2
Bancroft.....	566	73	12.9	61	10.8	134	23.7
Barnard.....	727	58	8.0	37	5.1	95	13.1
Brightwood.....	517	50	9.7	49	9.0	99	18.0
Cooke.....	614	83	13.5	84	13.7	167	27.2
Force.....	254	41	16.1	43	16.9	84	33.0
Health.....	52	9	17.3	1	1.9	10	19.2
Hubbard.....	198	58	29.3	34	17.2	92	46.5
Keene.....	402	37	9.2	40	10.0	77	19.2
Petworth.....	379	30	7.9	20	5.3	50	13.2
Powell.....	260	12	4.6	5	1.9	17	6.5
Raymond.....	503	63	12.5	53	10.5	116	23.0
Ross.....	170	45	26.5	40	23.5	85	50.0
Shepherd.....	266	10	3.8	7	2.6	17	6.4
Takoma.....	560	30	5.4	48	8.6	78	14.0
Truesdell.....	609	106	17.4	74	12.2	180	29.6
West.....	346	28	8.1	15	4.3	43	12.4
Whittier.....	758	59	7.8	44	5.8	103	12.6
Division.....	7,820	928	11.9	744	9.5	1,672	21.4

¹ Average.

A study of table XII shows that division III first semester E's expressed in terms of basal enrollment is 11.9 percent. Its individual schools range from 3.8 percent at Shepherd to 29.3 percent at Hubbard.

The D's division average is 9.5 percent of basal enrollment but the individual schools range from 1.9 percent at Powell to 23.5 percent at Ross.

The E and D percent of basal enrollment was 21.4 percent for the division but the individual schools range from 6.4 percent at Shepherd to 50 percent at Ross. Differences in amount of adjustment called for is again startling when one compares a stable community like Shepherd with the unstable community around the Ross School.

TABLE XIII.—*Division III, individual schools, second semester*

School	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Adams.....	672	32	4.8	72	10.7	104	15.5
Bancroft.....	575	39	6.8	63	10.9	102	17.7
Barnard.....	739	40	5.4	39	5.3	79	10.7
Brightwood.....	520	20	3.8	34	6.5	54	10.3
Cooke.....	645	40	6.2	89	13.8	129	20.0
Force.....	259	23	8.9	50	19.3	73	28.2
Health.....	59	1	1.7	11	18.6	12	20.3
Hubbard.....	206	44	21.4	33	16.0	77	37.4
Keene.....	392	22	5.6	29	7.4	51	13.0
Petworth.....	399	20	5.0	21	5.3	41	10.3
Powell.....	264	11	4.1	16	6.1	27	10.2
Raymond.....	504	81	16.1	69	13.7	150	29.8
Ross.....	174	17	9.8	25	14.3	42	24.1
Shepherd.....	231	9	3.9	1	.4	10	4.3
Takoma.....	519	35	6.7	44	8.5	79	15.2
Truesdell.....	594	36	6.1	39	6.5	75	12.6
West.....	351	17	4.8	12	3.4	29	8.2
Whittier.....	773	46	6.0	45	5.8	91	11.8
Division.....	7, 876	533	16.8	692	18.8	1, 225	15.6

¹ Average.

A study of table XIII, except health school, which is unique and not comparable with other schools, shows that although division III E percent of basal enrollment is 6.8 in the second semester in individual schools, it ranges from as low as 3.8 percent at Brightwood to 21.4 percent at Hubbard.

The division D's percent of basal enrollment is 8.8 percent. It ranges in the individual schools from 0.4 percent at Shepherd to 19.3 percent at Force.

The E and D percent of basal enrollment for division III is 15.6 percent. The individual schools range in E and D percent of basal enrollment from 4.3 percent at Shepherd to 37.4 percent at Hubbard. The difference in amount of adjustment necessary in schools is quite apparent with such differing amounts of change in group personnel.

Since there was but one school unit including more than one building—i. e., Force-Ross—and these have been given up, no data is presented on school units in division III.

TABLE XIV.—*Division V, individual schools, first semester*

School	Enrolled October 1938	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Brookland.....	370	35	9.5	32	8.6	67	18.1
Bunker Hill.....	90	5	5.5	9	10.0	14	15.5
Noyes.....	186	13	7.0	14	7.5	27	14.5
Burroughs.....	686	25	3.6	33	4.8	58	8.4
Eckington.....	290	25	8.6	31	10.7	56	19.3
Emery.....	655	59	9.0	72	11.0	131	20.0
Gage.....	261	23	8.8	17	6.5	40	15.3
Henry.....	197	36	18.3	31	15.7	67	34.0
Langdon.....	359	34	9.5	39	10.8	73	20.3
Park View.....	670	53	7.9	53	7.9	106	15.8
Thomson.....	601	143	23.8	132	21.9	275	45.7
Woodridge.....	305	29	7.2	35	8.6	64	15.8
Division.....	4, 770	480	10.1	498	10.4	978	20.5

Inspection of table XIV shows that the division V first semester E's percent of basal enrollment is 10.1 percent. The individual schools range from 3.6 percent at Burroughs School to 23.8 percent at Thomson.

The D's for this division in terms of percent of basal enrollment is 10.4 percent. The individual schools range from 4.8 percent at Burroughs to 21.9 percent at Thomson.

The E and D percent of basal enrollment was 20.5 percent for the division, but the individual schools range from 8.4 percent at Burroughs to 45.7 percent at Thomson. It is quite apparent how different are the amounts of adjustment necessary when schools differ in turn-over from 8.4 percent to 45.7 percent of basal enrollment.

TABLE XV.—*Division V, individual schools, second semester*

School	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Brookland.....	377	13	3.4	18	4.8	31	8.2
Bunker Hill.....	94	14	14.9	5	5.3	19	20.2
Noyes.....	179	16	8.9	17	9.5	33	18.4
Burroughs.....	671	37	5.5	21	3.1	58	8.6
Eckington.....	280	9	3.2	19	6.8	28	10.0
Emery.....	630	55	8.7	46	7.3	101	16.0
Gage.....	261	18	6.9	20	7.7	38	14.6
Henry.....	195	8	4.1	26	13.3	34	17.4
Langdon.....	357	28	7.8	20	5.6	48	13.4
Park View.....	620	57	9.2	44	7.1	101	16.3
Thomson.....	585	53	9.0	100	17.1	153	26.1
Woodridge.....	359	37	9.3	30	7.5	67	16.8
Division.....	4,648	345	7.4	366	17.9	711	15.3

¹ Average.

Inspection of table XV shows the division V E's in terms of percent of basal enrollment for the second semester is 7.4 percent. The individual schools range from 3.2 percent at Eckington to 14.9 percent at Bunker Hill.

The division D's percent of basal enrollment is 7.9 percent. The individual schools range from 3.1 percent at Burroughs to 17.1 percent at Thomson.

Division V E's and D's percent of basal enrollment is 15.3 percent. The individual schools range from 8.2 at Brookland to 26.1 at Thomson.

In order that principals having more than one school may study the results of their units, tables XVI and XVII are herewith presented:

TABLE XVI.—*Division V, school units, first semester*

Unit	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Brookland	646	53	8.2	55	8.5	108	16.7
Bunker Hill							
Noyes							
Eckington	945	84	8.9	103	10.9	187	19.8
Emery							
Gage	458	50	12.9	48	10.5	107	23.4
Henry							

TABLE XVII.—*Division V, school units, second semester*

[illegible]

TABLE XVIII.—*Division VI, individual schools, first semester*

School	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Benning.....	166	23	13.8	34	20.5	57	34.3
Blair.....	238	36	15.1	43	18.1	79	33.2
Hayes.....	282	29	10.3	43	15.2	72	25.5
Blake.....	215	39	18.1	29	13.5	68	31.6
Blow.....	296	23	7.8	43	14.5	66	22.3
Webb.....	272	30	11.0	28	10.3	58	21.3
Carbery.....	171	28	16.4	28	16.4	56	32.8
Ludlow.....	253	47	18.6	38	15.0	85	35.6
Edmonds.....	291	35	12.3	36	12.4	71	24.4
Maury.....	312	27	8.6	38	12.2	65	20.8
Gales.....	306	138	45.1	142	46.4	280	91.5
Seaton.....	316	62	19.6	72	22.8	134	42.4
Hilton.....	278	47	16.9	41	14.7	88	31.6
Peabody.....	366	49	13.4	49	13.4	98	26.8
Kenilworth.....	139	14	10.1	20	14.4	34	24.5
Kingsman.....	274	41	15.0	39	14.2	80	29.2
Pierce.....	314	30	9.5	33	10.5	63	20.0
Madison.....	211	53	25.1	31	14.7	84	39.8
Taylor.....	59	8	13.6	13	22.0	21	35.6
Wheatley.....	764	54	7.1	83	10.8	137	17.9
Division.....	5,523	813	¹ 14.7	883	¹ 16.0	1,696	¹ 33.7

¹ Average.

Inspection of table XVIII shows the division VI, first semester, E's, percent of basal enrollment is 14.7 percent. The individual schools range from 7.1 percent at Wheatley to 45.1 percent at Gales.

Division VI, D's percent of basal enrollment is 16.0 percent. The individual schools range from 10.3 percent at Webb to 46.4 percent at Gales.

E and D percent of basal enrollment was 30.7 percent for the division the first semester. Individual schools range from 17.9 at Wheatley to 91.5 at Gales. Consider the startling amount of adjustment necessary in first semester where the turn-over is over 91 percent of the basal enrollment as it is at Gales.

TABLE XIX.—*Division VI, individual schools, second semester*

School	Enrolled February 1939	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Benning.....	153	7	4.6	4	2.6	11	7.2
Blair.....	235	27	11.5	24	10.2	51	21.7
Hayes.....	290	42	14.5	44	15.2	86	29.7
Blake.....	234	27	11.5	41	17.5	68	29.0
Blow.....	289	22	7.6	20	6.9	42	14.5
Webb.....	254	15	5.9	13	5.1	28	11.0
Carbery.....	174	16	9.2	19	10.9	35	20.1
Ludlow.....	237	30	12.7	38	16.0	68	28.7
Edmonds.....	294	24	8.2	31	10.5	55	18.7
Maury.....	304	31	10.2	31	10.2	62	20.4
Gales.....	296	52	17.6	69	23.3	121	40.9
Seaton.....	295	58	19.7	74	25.1	132	44.8
Hilton.....	277	25	9.0	38	13.7	63	22.7
Peabody.....	348	27	7.8	44	12.6	71	20.4
Kenilworth.....	138	3	2.2	8	5.8	11	8.0
Kingsman.....	276	36	13.0	26	9.4	62	22.4
Pierce.....	302	25	8.3	23	7.6	48	15.9
Madison.....	229	21	9.2	31	13.5	52	22.7
Taylor.....	67	2	3.0	11	16.4	13	19.4
Wheatley.....	731	48	6.6	64	8.7	112	15.3
Division.....	5,423	538	¹ 9.9	653	¹ 12.0	1,191	21.9

¹ Average.

Since principals may wish to study their school units tables XX and XXI are herewith presented:

TABLE XX.—*Division VI, school units, first semester*

Unit	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cent D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Blair.....	520	65	12.5	86	16.5	151	29.0
Hayes.....							
Blow.....	568	53	9.3	71	12.5	124	21.8
Webb.....							
Carbery.....	424	75	17.7	66	15.6	141	33.3
Ludlow.....							
Edmonds.....	603	62	10.3	74	12.3	136	22.6
Maury.....							
Gales.....	622	200	32.1	214	34.4	414	66.5
Seaton.....							
Hilton.....	644	96	14.9	90	14.0	186	28.9
Peabody.....							
Kingsman.....	588	71	12.1	72	12.2	143	24.3
Pierce.....							
Madison.....	270	61	22.6	44	16.3	105	38.9
Taylor.....							

TABLE XXI.—*Division VI, school units, second semester*

Unit	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment	
Blair.....	}	525	69	13.1	68	13.0	137	26.1
Hayes.....		543	37	6.8	33	6.1	70	12.9
Blow.....		411	46	11.2	57	13.9	103	25.1
Webb.....		598	55	9.2	62	10.4	117	19.6
Carbery.....		591	110	18.6	143	24.2	253	42.8
Ludlow.....		625	52	8.3	82	13.1	134	21.4
Edmonds.....		578	61	10.5	49	8.5	110	19.0
Maury.....		296	23	7.8	42	14.2	65	22.0
Gales.....								
Seaton.....								
Hilton.....								
Peabody.....								
Kingsman.....								
Pierce.....								
Madison.....								
Taylor.....								

TABLE XXII.—*Division VII, individual schools, first semester*

School	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Amidon.....	266	83	31.2	68	25.6	151	56.8
Bowen.....	259	31	12.0	27	10.4	58	22.4
Greenleaf.....	252	26	10.3	38	15.1	64	25.4
Brent.....	187	38	20.3	32	17.1	70	37.4
Dent.....	284	54	19.0	56	19.7	110	38.7
Bryan.....	649	78	12.0	91	14.0	169	26.0
Buchanan.....	717	54	7.5	64	8.9	118	16.4
Congress Heights.....	532	45	8.5	46	8.6	91	17.1
Cranch.....	282	53	18.8	57	20.2	110	39.0
Tyler.....	285	61	21.4	53	18.6	114	40.0
Fairbrother.....	234	17	7.3	35	14.9	52	22.2
Rossell.....	260	41	15.8	52	20.0	93	35.8
Ketcham.....	344	44	12.8	37	10.7	81	23.5
Van Buren.....	299	34	11.4	33	11.0	67	22.4
Orr.....	327	23	7.0	31	9.5	54	16.5
Randle Highlands.....	234	54	23.1	43	18.4	97	41.5
Randle Highlands Portables.....	69	0	0	6	8.7	6	8.7
Stanton.....	158	6	3.8	11	7.0	17	10.8
Van Ness.....	94	17	18.1	12	12.8	29	30.9
Wallach.....	541	117	21.6	113	20.9	230	42.5
Division.....	6, 273	876	14.0	905	14.4	1, 781	28.4

Inspection of table XII shows the E's percent of basal enrollment for division VII first semester to be 14, the individual schools ranging from (0 Randle Highlands portables) 3.8 percent at Stanton to 31.2 percent at Amidon.

The division VII D's percent of basal enrollment is 14.4 percent, the individual schools ranging from 7 percent at Stanton to 25.6 percent at Amidon.

The division E's and D's percent of basal enrollment is 28.4. The individual schools range from (8.7 percent Randle Highlands portables) 10.8 percent at Stanton to 56.8 percent at Amidon, a great range of adjustments to be made.

TABLE XXIII.—*Division VII, individual schools, second semester*

School	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Amidon.....	268	20	7.5	40	14.9	60	22.4
Bowen.....	229	31	13.5	16	7.0	47	20.5
Greenleaf.....	246	22	8.9	36	14.6	58	23.5
Brent.....	178	32	18.0	32	18.0	64	36.0
Dent.....	295	21	7.1	37	12.5	58	19.6
Bryan.....	642	52	8.1	76	11.8	128	19.9
Buchanan.....	683	30	4.4	38	5.5	68	9.9
Congress Heights.....	531	32	6.0	48	9.0	80	15.0
Cranch.....	272	33	12.1	26	9.6	59	21.7
Tyler.....	288	52	18.0	53	18.4	105	36.4
Fairbrother.....	210	20	9.5	20	9.5	40	19.0
Rossell.....	243	20	8.2	28	11.5	48	19.7
Ketcham.....	339	27	7.9	25	7.4	52	15.3
Van Buren.....	294	23	7.8	34	11.6	57	19.4
Orr.....	313	17	5.4	22	7.0	39	12.4
Randle Highlands.....	255	17	6.7	11	4.3	28	11.0
Randle Highlands portables.....	63	0	0	7	11.1	7	11.1
Stanton.....	159	10	6.3	6	3.8	16	10.1
Van Ness.....	107	7	6.5	15	14.0	22	20.5
Wallach.....	536	65	12.1	65	12.1	130	24.2
Division.....	6, 151	531	18.6	635	10.3	1, 166	18.9

¹ Average.

Inspection of table XXIII shows the E percent of basal enrollment for the second semester to be 8.6 for the division. Individual schools range from (0 Randle Highlands portables) 4.4 at Buchanan to 18 at Tyler and Brent Schools.

D's percent of basal enrollment for the division is 10.3. Individual schools range from 3.8 at Stanton to 18.4 at the Tyler.

E and D percent of basal enrollment for the second semester in division VII is 18.9. Individual schools range from 9.9 at Buchanan to 36.4 at Tyler.

Since principals having more than one school like to study their units, tables XXIV and XXV are herewith presented:

TABLE XXIV.—*Division VII, school units, first semester*

Unit	Enrolled October 1938	E's (ex- cept E4C)	E in per- cent of basal en- rollment	D's (ex- cept D7C)	D in per- cent of basal en- rollment	E's and D's	Total E and D expressed in per- cent of basal en- rollment
Bowen.....	511	57	11.2	65	12.7	122	23.9
Greenleaf.....							
Brent.....	471	92	19.5	88	18.7	180	38.2
Dent.....							
Cranch.....	567	114	20.1	110	19.4	224	39.5
Tyler.....							
Fairbrother.....	494	58	11.7	87	17.6	145	29.3
Rossell.....							
Ketcham.....	643	78	12.1	70	10.9	148	23.0
Van Buren.....							
Orr.....	630	77	12.2	80	12.7	157	24.9
Randle Highlands.....							
Randle Highlands portables.....							

TABLE XXV.—*Division VII, school units, second semester*

Unit	Enrolled February 1939	E's (except E4C)	E in percent of basal enroll- ment	D's (except D7C)	D in percent of basal enroll- ment	E's and D's	Total E and D expressed in percent of basal enroll- ment
Bowen.....	475	53	11.2	52	10.9	105	22.1
Greenleaf.....							
Brent.....	473	53	11.2	69	14.6	122	25.8
Dent.....							
Cranch.....	560	85	15.2	79	14.1	164	29.3
Tyler.....							
Fairbrother.....	453	40	8.8	48	10.6	88	19.4
Rossell.....							
Ketcham.....	633	50	7.9	59	9.3	109	17.2
Van Buren.....							
Orr.....	631	34	5.4	40	6.3	74	11.7
Randle Highlands.....							
Randle Highlands portables.....							

The outstanding centers where the individual schools show E's and D's 40 percent or more of their basal enrollment, and the schools which show less than 10 percent E's and D's percent of basal enrollment are herewith listed:

FIRST SEMESTER		SECOND SEMESTER	
E and D 40 percent or more of basal enrollment:		E and D 40 percent or more of basal enrollment:	
Gales.....	91.5	Weightman.....	56.0
Weightman.....	61.1	Seaton.....	44.8
Curtis.....	57.1	Curtis.....	44.4
Amidon.....	56.8	Gales.....	40.9
Grant.....	50.0		
Ross.....	50.0		
Hubbard.....	46.5		
Thomson.....	45.7		
Wallach.....	42.5		
Seaton.....	42.4		
Randle Highlands.....	41.5		
Tyler.....	40.0		
E and D less than 10 percent basal enrollment:		E and D less than 10 percent basal enrollment:	
Shepherd.....	6.4	Shepherd.....	4.3
Powell.....	6.5	Lafayette.....	5.0
Lafayette.....	7.8	Hearst.....	5.8
Burroughs.....	8.4	Brown.....	5.9
Randle Highlands portables.....	8.7	Benning.....	7.2
Mann.....	9.0	Key.....	7.4
Key.....	9.2	Kenilworth.....	8.0
		West.....	8.2
		Brookland.....	8.2
		Burroughs.....	8.6
		Murch.....	9.8
		Buchanan.....	9.9

The school units showing E's and D's over 40 percent or under 10 percent basal enrollment:

FIRST SEMESTER		SECOND SEMESTER	
E and D 40 percent or more of basal enrollment:		E and D 40 percent or more of basal enrollment:	
Gales-Seaton.....	66.5	Gales-Seaton.....	42.8
Grant-Weightman.....	53.2		
E and D less than 10 percent basal enrollment:		E and D Less than 10 percent basal enrollment:	
None.		Hardy-Key.....	9.3

The following table XXVI may be of interest, showing where the upper one-quarter and lower one-quarter of our schools stand with respect to intrasemester room transiency in terms of percent of basal enrollment:

TABLE XXVI

FIRST SEMESTER

City:		Division V:	
Lowest $\frac{1}{4}$	15 percent or less.	Lowest $\frac{1}{4}$	15 percent or less.
Highest $\frac{1}{4}$	33 percent or more.	Highest $\frac{1}{4}$	20 percent or more.
$\frac{1}{2}$ the schools.....	23 percent or more.	$\frac{1}{2}$ the schools.....	18 percent or more.
Division I:		Division VI:	
Lowest $\frac{1}{4}$	10 percent or less.	Lowest $\frac{1}{4}$	22 percent or less.
Highest $\frac{1}{4}$	26 percent or more.	Highest $\frac{1}{4}$	34 percent or more.
$\frac{1}{2}$ the schools.....	16 percent or more.	$\frac{1}{2}$ the schools.....	31 percent or more.
Division III:		Division VII:	
Lowest $\frac{1}{4}$	13 percent or less.	Lowest $\frac{1}{4}$	17 percent or less.
Highest $\frac{1}{4}$	29 percent or more.	Highest $\frac{1}{4}$	39 percent or more.
$\frac{1}{2}$ the schools.....	19 percent or more.	$\frac{1}{2}$ the schools.....	26 percent or more.

TABLE XXVI—Continued

SECOND SEMESTER

City:			Division V:		
Lowest $\frac{1}{4}$ -----	11 percent or less.		Lowest $\frac{1}{4}$ -----	10 percent or less.	
Highest $\frac{1}{4}$ -----	22 percent or more.		Highest $\frac{1}{4}$ -----	18 percent or more.	
$\frac{1}{2}$ the schools-----	17 percent or more.		$\frac{1}{2}$ the schools-----	16 percent or more.	
Division I:			Division VI:		
Lowest $\frac{1}{4}$ -----	10 percent or less.		Lowest $\frac{1}{4}$ -----	15 percent or less.	
Highest $\frac{1}{4}$ -----	19 percent or more.		Highest $\frac{1}{4}$ -----	22 percent or more.	
$\frac{1}{2}$ the schools-----	16 percent or more.		$\frac{1}{2}$ the schools-----	20 percent or more.	
Division III:			Division VII:		
Lowest $\frac{1}{4}$ -----	10 percent or less.		Lowest $\frac{1}{4}$ -----	12 percent or less.	
Highest $\frac{1}{4}$ -----	20 percent or more.		Highest $\frac{1}{4}$ -----	22 percent or more.	
$\frac{1}{2}$ the schools-----	12 percent or more.		$\frac{1}{2}$ the schools-----	19 percent or more.	

In the first semester it is evident from this table that 44, or one-half of our elementary schools, have 23 percent intrasemester turn-over; the lower quarter, 22 schools, running 15 percent or less; and the upper quarter, 22 schools, running 33 percent or more.

In the second semester one-half, or 44, of our elementary schools have 17 percent or more; the lower quarter, or 22 schools, running 11 percent or less; and the upper quarter, or 22 schools, with 22 percent or more intrasemester turn-over.

Is there any period of the year where the E's or D's are greater? To answer this question a distribution of the E's and D's for each 6-weeks' report period was made. Of course the first advisory or report period will include only 4 weeks, since the first 2 weeks of the first report period were given to organization and were previous to the set of the roll books. This distribution by advisory is shown in the following tables XXVII and XXVIII:

TABLE XXVII.—First semester

E's BY ADVISORY

Advisory	Division I		Division III		Division V		Division VI		Division VII		Total	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent
First-----	222	4.4	349	4.5	142	3.0	256	4.6	383	6.1	1,352	4.6
Second-----	170	3.4	298	3.8	196	4.1	319	5.8	264	4.2	1,247	4.2
Third-----	159	3.1	281	3.6	142	3.0	238	4.3	229	3.7	1,049	3.6
Total...	551	10.9	928	11.9	480	10.1	813	14.7	876	14.0	3,648	12.4

D's BY ADVISORY

First-----	133	2.7	257	3.3	131	2.7	269	4.9	352	5.6	1,142	3.9
Second-----	158	3.1	264	3.4	175	3.7	355	6.4	307	4.9	1,259	4.3
Third-----	120	2.4	223	2.8	192	4.0	259	4.7	246	3.9	1,040	3.5
Total...	411	8.2	744	9.5	498	10.4	883	16.0	905	14.4	3,441	11.7

E's AND D's BY ADVISORY

First-----	355	7.1	606	7.8	273	5.7	525	9.5	735	11.7	2,494	8.5
Second-----	328	6.5	562	7.2	371	7.8	674	12.2	571	9.1	2,506	8.5
Third-----	279	5.5	504	6.4	334	7.0	497	9.0	475	7.6	2,089	7.1
Total...	962	19.1	1,672	21.4	978	20.5	1,696	30.7	1,781	28.4	7,089	24.1

TABLE XXVIII.—*Second semester*

E's BY ADVISORY

Advisory	Division I		Division III		Division V		Division VI		Division VII		Total	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
First.....	99	1.9	209	2.7	96	2.1	166	3.1	151	2.4	721	2.5
Second.....	187	3.7	258	3.3	187	4.0	257	4.7	293	4.8	1,182	4.0
Third.....	52	1.0	66	.8	62	1.3	115	2.1	87	1.4	382	1.3
Total.....	338	6.6	533	6.8	345	7.4	538	9.9	531	8.6	2,285	7.8

D's BY ADVISORY

First.....	98	1.9	175	2.2	101	2.2	165	3.0	154	2.5	693	2.4
Second.....	201	3.9	328	4.2	183	3.9	304	5.6	312	5.1	1,328	4.5
Third.....	150	3.0	189	2.4	82	1.8	184	3.4	169	2.7	774	2.7
Total.....	449	8.8	692	8.8	366	7.9	653	12.0	635	10.3	2,795	9.6

E's AND D's BY ADVISORY

First.....	197	3.0	384	4.9	197	4.3	331	6.1	305	4.9	1,414	4.9
Second.....	388	7.6	586	7.5	370	7.9	561	10.3	605	9.9	2,510	8.5
Third.....	202	4.0	255	3.2	144	3.1	299	5.5	256	4.1	1,156	4.0
Total.....	787	15.4	1,225	15.6	711	15.3	1,191	21.9	1,166	18.9	5,080	17.4

In the following tables the data in the two previous tables has been assembled for more ready comparison by including the E, D, and E plus D in only terms of percent of basal enrollment:

TABLE XXIX.—*First semester*

Advisory	Division I			Division III			Division V		
	E	D	E and D	E	D	E and D	E	D	E and D
First.....	4.4	2.7	7.1	4.5	3.3	7.8	3.0	2.7	5.7
Second.....	3.4	3.1	6.5	3.8	3.4	7.2	4.1	3.7	7.8
Third.....	3.1	2.4	5.5	3.6	2.8	6.4	3.0	4.0	7.0
Total.....	10.9	8.2	19.1	11.9	9.5	21.4	10.1	10.4	20.5
Advisory	Division VI			Division VII			City		
	E	D	E and D	E	D	E and D	E	D	E and D
First.....	4.6	4.9	9.5	6.1	5.6	11.7	4.6	3.9	8.5
Second.....	5.8	6.4	12.2	4.2	4.9	9.1	4.2	4.3	8.5
Third.....	4.3	4.7	9.0	3.7	3.9	7.6	3.6	3.5	7.1
Total.....	14.7	16.0	30.7	14.0	14.4	28.4	12.4	11.7	24.1

TABLE XXX.—*Second semester*

Advisory	Division I			Division III			Division V		
	E	D	E and D	E	D	E and D	E	D	E and D
First.....	1.9	1.9	3.8	2.7	2.2	4.9	2.1	2.2	4.3
Second.....	3.7	3.9	7.6	3.3	4.2	7.5	4.0	3.9	7.9
Third.....	1.0	3.0	4.0	.8	2.4	3.2	1.3	1.8	3.1
Total.....	6.6	8.8	15.4	6.8	8.8	15.6	7.4	7.9	15.3
Advisory	Division VI			Division VII			City		
	E	D	E and D	E	D	E and D	E	D	E and D
First.....	3.1	3.0	6.1	2.4	2.5	4.9	2.5	2.4	4.9
Second.....	4.7	5.6	10.3	4.8	5.1	9.9	4.0	4.5	8.5
Third.....	2.1	3.4	5.5	1.4	2.7	4.1	1.3	2.7	4.0
Total.....	9.9	12.0	21.9	8.6	10.3	18.9	7.8	9.6	17.4

In the foregoing section of this study all transfers except self-to-self were included. This gives us a measure of the room transiency or pupil-teacher adjustment required through the changing of the group personnel by withdrawals from or new entries to the group.

A slightly different picture would be secured if there were also excluded E4B and D7B, i. e., transfers to and from other teachers within the building. Here we would get the building transiency or measure of adjustment necessary when not only adjustment of pupil to teacher is shown but the additional adjustment necessary due to the pupil coming from a different school.

As we went through the data we found only a few schools where the change in results of intrasemester transfer would be more than a fraction of a percent if these E4B's and D7B's were excluded from our computations.

The tables XXXI and XXXII now presented show those schools where a considerable amount of transfer to and from teachers within the building took place. Unless it was sufficient to change significantly the intrasemester, i. e., at least 2 percent, in terms of basal enrollment, the school is not included in these tables.

For convenience in comparison we have added the column on the extreme right which was the intrasemester turn-over in terms of basal enrollment where all E's and D's except the self-to-self transfers were included. This we consider the room transiency, whereas the other data for these schools herein given show building transiency.

TABLE XXXI.—*First semester*

	Enrolled October 1938	E's	E per- cent of basal en- rollment	D's	D per- cent of basal en- rollment	E's and D's	Building transien- cy per- cent of basal en- rollment	Room transien- cy per- cent of basal en- rollment
Division I:								
Addison.....	192	21	10.9	19	9.9	40	20.8	25.0
Curtis.....	49	13	26.5	2	4.1	15	30.6	57.1
Hyde.....	235	27	11.5	27	11.5	54	23.0	28.5
Jackson.....	186	21	11.3	19	10.2	40	21.5	24.2
Division III:								
Adams.....	639	130	20.3	78	12.2	208	32.5	35.2
Barnard.....	727	50	6.9	29	4.0	79	10.9	13.1
Keene.....	402	32	8.0	37	9.2	69	17.2	19.2
Ross.....	170	39	22.9	33	19.4	72	42.3	50.0
Takoma.....	560	20	3.6	42	7.5	62	11.1	14.0
Truesdell.....	609	43	7.1	39	6.4	82	13.5	29.6
West.....	346	22	6.3	10	2.9	32	9.2	12.4
Whittier.....	758	50	6.6	39	5.1	89	11.7	13.6
Division V:								
Emery.....	655	45	6.9	64	9.8	109	16.7	20.0
Langdon.....	359	28	7.8	33	9.1	61	16.9	20.3
Thomson.....	601	132	22.0	119	20.0	251	42.0	45.7
Woodridge.....	405	23	5.7	30	7.4	53	13.1	15.8
Division VI:								
Carbery.....	171	26	15.2	26	15.2	52	30.4	32.8
Gales.....	306	82	26.8	89	29.1	171	55.9	91.5
Hilton.....	278	44	15.8	33	11.9	77	27.7	31.6
Peabody.....	366	46	12.6	44	12.0	90	24.6	26.8
Kenilworth.....	139	14	10.0	14	10.0	28	20.0	24.5
Taylor.....	59	8	13.6	11	18.6	19	32.2	35.6
Wheatley.....	764	45	5.9	70	9.2	115	15.1	17.9
Division VII:								
Amidon.....	266	48	18.0	45	17.0	93	35.0	56.8
Bowen.....	250	28	10.8	23	8.9	51	19.6	22.4
Greenleaf.....	252	21	8.3	33	13.1	54	21.4	25.4
Dent.....	284	51	18.0	53	18.6	104	36.6	38.7
Bryan.....	649	54	8.3	69	10.6	123	18.9	26.0
Buchanan.....	717	44	6.1	56	7.8	100	13.9	16.4
Cranch.....	282	43	15.3	44	15.6	87	30.9	39.0
Tyler.....	285	49	17.2	41	14.4	90	31.6	40.0
Fairbrother.....	234	15	6.4	28	12.0	43	18.4	22.2
Rossell.....	260	30	11.5	40	15.4	70	26.9	35.8
Van Buren.....	299	28	9.4	28	8.7	54	18.1	22.4
Orr.....	327	17	5.2	25	7.6	42	12.8	16.6
Randle Highlands.....	234	24	10.3	9	3.8	33	14.1	41.5
Wallach.....	541	86	14.0	84	17.4	170	31.4	42.5

TABLE XXXII.—*Second semester*

	Enrolled February 1939	E's	E per- cent of basal en- rollment	D's	D per- cent of basal en- rollment	E's and D's	Building transi- ency per- cent of basal en- rollment	Room transi- ency per- cent of basal en- rollment
Division I:								
Curtis.....	27	3	11.1	7	25.9	10	37.0	44.4
Hyde.....	220	23	10.5	17	7.7	40	18.2	29.1
Grant.....	269	27	10.0	41	15.2	68	25.2	28.6
Janney.....	563	23	4.1	21	3.7	44	7.8	19.5
Division III: Raymond.....	504	49	9.7	39	7.7	88	17.4	29.8
Division V: Park View.....	620	48	7.7	35	5.6	83	13.3	16.3
Division VI: Gales.....	296	45	15.2	63	21.3	108	36.5	40.9
Division VII:								
Amidon.....	268	15	5.6	35	13.0	50	18.6	22.4
Bowen.....	229	28	12.2	12	5.2	40	17.4	20.5
Greenleaf.....	246	16	6.5	31	12.6	47	19.1	23.5
Brent.....	178	26	14.6	27	15.2	53	29.8	36.0
Buchanan.....	683	22	3.2	29	4.3	51	7.5	9.9
Congress Heights.....	531	25	4.7	37	7.0	62	11.7	15.0
Cranch.....	272	28	10.3	22	8.1	50	18.4	21.7
Tyler.....	288	37	12.9	39	13.5	76	26.4	36.4
Van Buren.....	294	19	6.5	29	9.8	48	16.3	19.4
Van Ness.....	107	5	4.7	11	10.3	16	15.0	20.5
Wallach.....	536	53	9.9	50	9.3	103	19.2	24.2
Orr.....	313	9	2.9	18	5.8	27	8.7	12.4

Comparison of intrasemester room transiency and building transiency in terms of percent of basal enrollment is shown in table XXXIII as follows:

TABLE XXXIII

Division	First semester		Division	Second semester	
	Room transi- ency	Building transiency		Room transi- ency	Building transiency
	<i>Percent</i>	<i>Percent</i>		<i>Percent</i>	<i>Percent</i>
I.....	19.1	16.9	I.....	15.4	13.0
III.....	21.4	18.5	III.....	15.6	13.7
V.....	20.5	18.6	V.....	15.3	13.8
VI.....	30.7	27.3	VI.....	21.9	21.3
VII.....	28.4	22.1	VII.....	18.9	15.8
City.....	24.1	20.6	City.....	17.4	15.4

Inspection of the foregoing tables reveals the fact that in Washington there are 7,089 room-placement changes of pupils and 6,084 school-placement changes in the fall after the setting of the roll books, i. e. 24.1 and 20.6 percent, respectively, of basal enrollment.

The second semester shows less instability, the figures being 17.4 and 15.4 percent, respectively. Divisions VI and VII are considerably higher than the other areas of the city since the room transiency in division VI in the fall is 30.7 percent, building transiency 27.3 percent, and in division VII room transiency is 28.4 percent and building transiency 22.1 percent. The same divisions show highest degree of transiency in the second semester with division VI leading with room transiency of 21.9 percent and building transiency 21.3 percent and division VII room transiency of 18.9 percent, building transiency 15.8 percent.

The most stable division would appear to be division I with divisions III and V slightly above, with little difference between all three of them.

When one realizes the value of continuity of instruction in the learning process and the demoralizing effects of constant changes—changes represented in room change of one-fourth and building change of one-fifth of our pupils in one semester in the regular classes of the city's elementary schools—one cannot wonder at the amount of retardation nor the growing feeling on the part of teachers that teaching is becoming steadily more difficult.

In the underprivileged areas of division I and in most of divisions VI and VII the transiency is heaviest, and need for far more coaching and remedial work

to keep down retardation is apparent, for in several schools the room transiency reaches over 50 percent (91.5 percent the highest at Gales) and building transiency as high as 55.9 percent in one instance (Gales).

Comparison of Washington with other cities in respect to intrasemester turn-over would be interesting, but a survey of the periodic literature and letters of inquiry to other research departments in other cities fails to reveal any such study having been made.

A few samples typical of what is happening in the various teachers' groups is given. These are not unique but are presented to show what many teachers face:

Kgn.: The basal enrollment was 54, and there were 31 changes in personnel by 15 new E's and D's. Sixty-eight pupils were at one time or another in that group, 43 of the original 54 only remaining the entire semester in her final roll of 53 pupils.

Pupil changes in terms of percent of basal enrollment.....	57. 4
Pupils remaining entire semester in terms of percent of basal enrollment..	80. 0
Pupils remaining entire semester on basis of percent of whole group-----	63. 2

1B: The basal enrollment was 43 and there were 22 changes by addition of 8 new pupils and withdrawals of 14 pupils. Fifty different pupils were at one time or the other a part of her group. In her final enrollment of 37 pupils but 29 were with her all semester.

Pupil changes in terms of percent of basal enrollment.....	51. 2
Pupils remaining entire semester in terms of percent of basal enrollment..	67. 4
Pupils remaining entire semester on basis of percent of whole group-----	58. 0

2AB: The basal enrollment was 27 and there were 32 changes through entrance of 19 and departure of 13 pupils. Forty-six different pupils were in her group and of the 33 on her last roll only 20 had been there the entire semester.

Pupil changes in terms of percent of basal enrollment.....	118. 5
Pupils remaining entire semester in terms of percent of basal enrollment..	74. 1
Pupils remaining entire semester on basis of percent of whole group-----	43. 5

4AB: The basal enrollment was 28. There were 13 new entries and 8 withdrawals, 21 changes being made. Forty-one pupils were in and out of the group and of the 31 on her last roll only 20 were there throughout the semester.

Pupil changes in terms of percent of basal enrollment.....	75. 0
Pupils remaining entire semester in terms of percent of basal enrollment..	71. 4
Pupils remaining entire semester on basis of percent of whole group-----	48. 8

5AB-6AB Opportunity: The basal enrollment was 32 and 26 changes in personnel occurred, 18 entries and 8 withdrawals. Fifty different children were in her group and of the 42 final enrollment only 24 were with her a full semester.

Pupil changes in terms of percent of basal enrollment.....	81. 2
Pupils remaining entire semester in terms of percent of basal enrollment..	75. 0
Pupils remaining entire semester on basis of percent of whole group-----	48. 0

How this high degree of motility shows up in the individual case studies may be seen from the following random cases that are typical and could be multiplied by hundreds:

Here is the case of C. H., who entered a District of Columbia public-school first grade 5 years ago. He has shifted about in 10 different schools, has had 11 teachers and 9 home addresses. One wonders that he completed the 4B grade in this 5 years of such shifting.

Again, take the case of B. J. B., who entered kindergarten 5½ years ago. She has been in 10 schools but has had 12 changes and 11 teachers, 9 addresses, and is now in 3B grade.

Take M. E. B., who, though only in our schools 5 years, has been in 5 schools. He has had 16 shifts back and forth between Virginia and the Gales, Seaton, Rossell, and Amidon Schools. He has had 12 addresses and not less than 10 different teachers and is only in 3A grade.

Consider the case of I. F. B., who entered 1A 3 years ago and has been in 5 schools but shifted from one to another 9 times. He has had 8 teachers in this 3-year period and 8 different addresses, and is now in the 2B grade.

And then we wonder why children do not learn—why nervousness is increasing and teachers complain of the increasing difficulties with discipline as well as learning.

TESTIMONY OF DR. FRANK W. BALLOU—Resumed

Dr. BALLOU. The first part of that statement, Mr. Chairman, refers to the nativity of boys and girls coming into our schools. In that statement will be found a tabulation showing the number of pupils that were born in the District of Columbia, the number of pupils born in other parts of the United States, and the number of pupils born in foreign countries. (See p. 4508.) The totals are for the District public schools as a whole: 58,143 born in the District of Columbia, 33,748 born in other parts of the United States, and 976 born in foreign countries. That makes a total of 92,597 pupils in the public schools as of November 1, 1940.

The percentages are, for the school system as a whole: 62.8 percent born in the District of Columbia, 36.2 percent born in other parts of the United States, and 1 percent born in foreign countries. That, I think, gives some idea of the national character of the population in the District of Columbia as represented by the school children now attending school.

The second statement which I offer has to do with new pupils entering the public schools. (See p. 4510 ff.) I think I would like to give some significance, if I may, to the particular information in that statement.

The number of new pupils entering the public schools each year is, to us in the school department, a very significant and very important matter. It is significant because it is a fact that in every school year we have pupils entering the District schools from every State in the Union.

It is a fact, also, that the number of such new pupils is relatively large. We must make arrangements in our schools for receiving those children at any time that they come, and they arrive when the families move here at any time up to the 1st of January. In 1 year we admitted 100 junior high school students on the 1st of January, when Congress opened. The entrance of these pupils is at any time during the year. This record is a record of those entering before November 1, when we consider that our school enrollment has reached at least approximate stability, although we know there will be some additions.

This tabulation is made upon the basis of the new pupils coming into our schools between September 1 and the 1st of November of this school year. The number of such pupils admitted was 4,756. They were admitted in grades all the way from kindergarten through the Teachers College. As I say, they came from every State in the Union.

Also, this report covers the period from September 1 to November 1, 1940, so that I might compare the situation now with the corresponding figures gathered in 1936-37 and 1937-38.

In 1936-37, the number coming in, in the white schools, was 3,469 and the number in colored schools was 1,505. In 1937-38 the num-

ber coming into white schools was 4,022, and the number of pupils coming into colored schools was 1,486.

During this year 3,728 were enrolled in the white schools during the same period, and 1,028 were enrolled in the colored schools during that same period.

There has been a substantial decline in the number of new pupils coming into the colored schools, and there has been also a decline in the number of those coming into the white schools. The fact is, however, that relatively more pupils have come in since November 1 up to the present time.

The CHAIRMAN. Your school enrollment has not kept pace with the increase in population?

Dr. BALLOU. This is the school population. We have had over a period of years a decline of a few hundred pupils in our total school population. But it looks as though we will recover a substantial part of that this year, from the way in which the increased enrollment is taking place.

EMERGENCY NEEDS

The other reports I have submitted have to do with emergency school needs which have developed in the District of Columbia very rapidly in the last year in the area across the Anacostia River. (See pp. 4513-4525.)

The Board of Education has already caused to be prepared a series of reports which analyze the development in that area and the increase in school population, and on the basis of those emergency needs which have arisen, the Board has requested the Commissioners to submit a supplemental or deficiency estimate. The Commissioners have held hearings with the school officers on that program, and I think are trying to find ways and means of financing the additional schoolhouse construction in that area.

The CHAIRMAN. In reference to the map which you have submitted, if you will leave it with the committee we will have it marked as an exhibit.

(The map referred to was marked as an exhibit and placed in the committee's files.)

The CHAIRMAN. I would like to have you explain to Congressman Sparkman what the school situation is here.

Dr. BALLOU. The area that these reports deal with is across the Anacostia River. On the north there is the Benning School, just off of Benning Road, which is an elementary school of eight rooms, and which is overcrowded, and we have transferred a portable there this fall.

At Minnesota Avenue and Ely Place SE. we have two portables which accommodate the kindergarten and the first three grades. The upper-grade children have to travel a mile and a half to another school.

The CHAIRMAN. How many children are in that portable?

Dr. BALLOU. There are about 70 or 75 children in the 2 portables.

The Randle Highlands School is full to capacity, and likewise the Orr School, operated under one principal.

Further south we have the Stanton School.

We have still further south, beyond St. Elizabeths Hospital, the Congress Heights School.

All these schools are full to capacity. We have transferred a portable to the Stanton School, which is a four-room building, to take care of the increased enrollment. There is no possibility of our absorbing adequately pupils that are now in these areas, awaiting our taking care of them properly. These two portables are quite unsatisfactory for school purposes.

Still further south—and I will refer to this and then come back to the situation with respect to the construction of buildings in that area—near the Research Laboratory, south of Bolling Field, the Federal Government plans to build 1,000 family units in that area. There is no school near that center at all. The Congress Heights School is the nearest one, and that cannot accommodate those pupils.

We are confronted with the necessity of either building temporary school buildings there to take care of the pupils who will come from those families, or transport those pupils to some other center where school house accommodations might be provided, either in the central part of the city, for example, or building a permanent new building somewhere in that area. We are not sure about that, because the project is not very well along. They expect to have these homes ready by next September.

Mr. SPARKMAN. What are those homes being built for?

Dr. BALLOU. They are being built for people employed by the Government in that project.

NEW LEGISLATION WOULD HELP

Mr. SPARKMAN. Under a bill which has been proposed now, to afford school facilities where defense workers are assembled, to give relief to municipalities and school boards, will you not be entitled to share in that provision?

Dr. BALLOU. I think we would, and I think that is very worthwhile legislation and very necessary legislation. I think we would undoubtedly share in it in this particular project and perhaps in some of the others.

Mr. SPARKMAN. In other words, this is an instance in which the Government would be setting up a school problem for you that does not already exist?

Dr. BALLOU. That is precisely the fact.

Let me complete this statement about the school situation by calling your attention to the report which I have submitted. There are listed the schools that are to be affected by the housing development now taking place in the Anacostia-Benning section of the city.

Near the Naval Research Laboratory there is a project for the erection of from 600 to 1,000 family units. This is based on information procured from Com. Ira P. Griffen, of the United States Navy.

At Nichols Avenue and Chesapeake Street SE., there is a project for the construction of 125 family units. That means single houses or apartments within structures.

In the Fort Du Pont dwellings there is a project for 326 family units. At Minnesota Avenue and Ridge Road there is a project for 792 family units. At Minnesota Avenue and East Capitol Street there is a project for 200 family units.

On River Terrace, between Minnesota Avenue and Anacostia Avenue, there is a project for 500 family units. That is not far from the Benning School, which is already overcrowded.

At Fairlawn Village there is a project for 74 family units. At Lyndale there is a project for 56 family units. There is also a project for the Hi-Land Apartments providing for 35 family units.

At Minnesota Park there is a project for 100 family units. Also, at Twenty-eighth Place and Texas Avenue, there is a project for 24 family units. At P Street and Eighteenth Place there is a project for 80 family units. At Pennsylvania Avenue and Thirty-third Place there is a project for 15 family units. On S Street near Thirtieth Street there is a project for 11 family units. At Fairfax Village there is a project for 640 family units. At du Pont Village there is a project for 200 family units, and in the Skyland Apartments there is a project for 400 family units. That makes a total of 3,580 family units under construction or occupied, and many of them will be ready for occupancy next September. This information was procured from the builders and checked with the District permit office.

The fact is that the District Commissioners made an inquiry before issuing the permits which have been granted, to determine what construction was going on and was contemplated, and they arrived at practically the same conclusion that we did with respect to those needs.

We got information by going to contractors in that area, and inspected the area itself.

The situation with respect to the colored schools is much the same in this same general area, and a corresponding report was submitted to the school board and was forwarded to the Commissioners.

INCREASE IN ATTENDANCE

I want to get back to this matter of the schools and how much the attendance is increasing.

The Benning School, which is near Benning Road, had 168 pupils in 1937. In 1938 it had 159 pupils, in 1939 it had 170 pupils, and in 1940 on November 1 it had 232 pupils. On January 9, 1941, it had 271 pupils, and on March 13 it had 309 pupils. That shows the way in which these school populations are going up.

The Congress Heights School had in 1939 527 pupils; it had in 1940, 553 pupils; and on January 9, 1941, it had 574 pupils. On March 13, 1941, it had 558 pupils. That school graduated 37 pupils in February, and 21 new pupils have come in.

The Randle Highlands-Orr School in 1937 had 593 pupils. In October 1938, it had 628 pupils. In 1939 it had 621 pupils, and on November 1, 1940, it had 692 pupils. On January 9 of this year it had 759 pupils, and on March 13 of this year it had 765 pupils.

That school lost 34 pupils by graduation in February and received 40 new pupils.

The Stanton School had 117 pupils in 1937. It had 157 pupils in 1938; on October 27, 1939, it had 163 pupils; on November 1, 1940, it had 195 pupils; on January 9, 1941, it had 207 pupils, and on March 13 it had 205 pupils. They graduated eight pupils in February and took in six new pupils. In the colored schools, for instance, in the Deanwood School, the enrollments are much the same as these other enrollments which I have given you.

There was a decrease at the Burrville School because of the shifting of pupils; but the increases have been substantial in all the schools of this area which have to supply school facilities for these boys and girls.

Mr. SPARKMAN. In connection with these schools you mentioned, showing this increase, does that mean that other schools in the District have had a decrease?

Dr. BALLOU. In some cases, yes; but the other schools where decreases have taken place are in the heart of the city, where property has become commercial and where families are moving out of the center of the city.

A PROBLEM OF BUILDINGS

Mr. SPARKMAN. Is your problem a teacher problem, or a problem of school buildings?

Dr. BALLOU. It is a problem of buildings. Then it is a problem of equipment for the buildings and providing personnel.

Mr. SPARKMAN. Has your teacher load increased?

Dr. BALLOU. The teacher load is much higher than it has been over a period of years. We do not have as many teachers, relatively, for the enrollment we now have as we had back before 1930. We have never been able to recover what we lost during the depression period in the number of teachers.

Mr. SPARKMAN. Do you have any overcrowding in the schools?

Dr. BALLOU. In many of them there are large classes. We are proposing to add a number of teachers out of savings in the appropriation for teachers.

Mr. SPARKMAN. I refer particularly to the number in the rooms.

Dr. BALLOU. The number in the rooms was in excess of the 40 or 42 seats, and in many instances we have had to put in chairs and run the classes up to 50.

Mr. SPARKMAN. Have you done any double shifting?

Dr. BALLOU. We have put the classes on the double-shift program, and we now have some schools such as the Brown Junior High School, with the double-shift program running until very late in the afternoon. But we cannot put the elementary schools on a double-shift program by dividing these larger classes into smaller units because we do not have the teachers. That is the way we are going to use the teachers we are now employing to reduce large classes, which means in many instances putting classes on part time.

Mr. SPARKMAN. In addition to that, do you use any of your buildings for vocational training, or adult training?

Dr. BALLOU. Yes. The vocational school buildings are used throughout the night in defense-program work, with skilled trades being taught. We have a large defense program.

Mr. SPARKMAN. Is it your opinion that this increase will be permanent, or do you think it is more or less of a temporary nature?

Dr. BALLOU. To a large extent, I think the development across the Anacostia River is permanent. It has been built up over a period of years, but it has been greatly accelerated within the last year and a half. These are permanent homes. I think this one project near the Naval Research Laboratory may be considered a temporary project.

If the families should move away for whom the Government is providing temporary homes, then we would not have any need for a school. That is why I say we do consider that the possibility of transporting these pupils to school is one way in which to accommodate them.

POPULATION TRENDS

The CHAIRMAN. I want to repeat a question I asked you awhile ago. Washington has shown one of the greatest increases in population of any city in the United States. I was trying to find out if the school enrollment has kept pace with that population.

Dr. BALLOU. It has not kept pace with the growth in adult population. There has been a decline in the white school population in the District of Columbia, due in part to the number coming in, because the figures in this statement I gave you of new students coming in show the number is less than it was 2 or 3 years ago.

It is also due in part to the fact that many people are now living in adjacent States who work in the Federal Government departments.

In the Northwest section, around Connecticut Avenue, out to Chevy Chase, there is a surprising decrease in the number of public-school pupils. There are vacant rooms in that area. If they were in Anacostia we could use them. There is not any way to utilize them, located as they are.

Some of these shifts in school population cannot be general, but one of them is the case of the area along Connecticut Avenue. It is surprising that there has been a decrease in school population there, but it is accounted for in part by the fact that adults have lived in those houses for many years and they are now elderly people, and from those same homes there once came pupils in substantial numbers to the Cleveland Park school, but there are no children in those homes at the present time. The young people have moved elsewhere.

One of the problems of operating the school system in the District of Columbia has to do with this shifting population. It is continuous, and it presents a continuous educational problem.

Let me give you a sample from this statement prepared by the research department having to do with the shifting of children within the District.

I think it is quite important to get some idea of the shifting of school population here, which presents a real problem educationally.

Take, for example, a class of 43 pupils who have been in a first-grade class. There were 22 changes in the enrollment in that class and 8 of them were additions, and 14 pupils left the class. There were fifty-odd pupils who were at one time or another a part of this class organization consisting of about 43.

In the final enrollment of 37 pupils in that class only 29 were there in that room throughout the term.

Or, take a fourth-grade class. Here is an enrollment of 28, which is a small enrollment. There were 13 new entries with 8 withdrawals, with 21 in the class during the term. Forty-one pupils were in and out of that group, 31 on the roll on the teacher's last roll, and only 21 were there during the term.

SHIFTING OF PEOPLE

The CHAIRMAN. To what do you ascribe that shifting?

Dr. BALLOU. It is due to the shifting of people. People move. One of the principals of the school said to me, "I can count on from 10 to 15, or 25 or 30 adults coming to my office every Monday morning near the beginning of a month for transfers to other schools." There are cases where these children have been in five different schools in one term of 5 months, spending an average of 1 month at a place, when the family moved to some other section of the city.

I am not qualified to testify about the migration of family population so much as I am about the migration of the school population, and we have to take that into account. There are school buildings in the District of Columbia that are not fully used, and they cannot be because the population has moved. I am amazed with the amount of it that is going on in the heart of the District of Columbia, in the area which has become commercial and less residential. It is also going on to some extent all over the District of Columbia.

I think people would be amazed as to the extent of the shifting of the school population within the District of Columbia.

The CHAIRMAN. Is there any out-migration of families to other States because of the defense program?

Dr. BALLOU. I have no information about that. I have not collected any information especially with respect to people leaving the District of Columbia for that purpose.

The CHAIRMAN. You do have people coming in here from every State in the Union. Are any of these people migrants, living in trailers?

Dr. BALLOU. We have no knowledge of the status of the families. They register the children in the schools. I think many of them are migrants, but we do not know their family status. We do not know what their means of subsistence is when they are not in the District of Columbia.

The CHAIRMAN. I suppose the varying grades of these children from different States present quite a problem?

Dr. BALLOU. Indeed it does. There are children coming into every grade in our school system. We have semiannual promotions and we try to incorporate those pupils into our organization when they

arrive and carry them along as well as we can, educationally, until they are completely adjusted to our program of instruction.

The CHAIRMAN. You made reference to some report. May we have that report?

Dr. BALLOU. It is entitled "Study of Intrasemester Pupil Turn-over" and is included in the annual report of the Department of Educational Research in the white schools for the year 1939-40. I shall be glad to send you a copy of that extract. (The extract above referred to was received and appears on p. 4525.)

Mr. ARNOLD. I wonder if your problem is in any way accentuated by children from foreign countries.

Dr. BALLOU. No. We are not aware of any serious problem in connection with refugee children. There are refugee children in the city, but they are registered from homes of citizens of the District.

A considerable number of these children listed here as coming from foreign countries are in the families of the embassies and legations. They are regular residents of the city and are not foreigners in the sense that they are just here temporarily. Many of them have been in the schools for a long time. Ambassador Cze, who formerly represented China in Washington, was a graduate of our Central High School, which he attended as a pupil here.

I am trying to emphasize the fact that there is no serious problem in connection with the number of foreign students in our schools.

The CHAIRMAN. We thank you for your statement, Doctor. The next witness is Mrs. Helen Dewey Hoffman.

TESTIMONY OF MRS. HELEN DEWEY HOFFMAN, EXECUTIVE DIRECTOR, WASHINGTON HOUSING ASSOCIATION

The CHAIRMAN. Mrs. Hoffman, how would you like to proceed?

Mrs. HOFFMAN. I would like to speak on Dr. Ballou's statement a moment—on that movement of children. May I say for the record that I am the executive director of the Washington Housing Association.

I think I can explain a little about that shift of population in the heart of the city. That shift is going on among families very low in the economic scale, and the reason for the shift is the housing problem. They live in a different house every month, because they cannot afford to pay the rent out of the incomes that they have. A great many of the families are on W. P. A. or are receiving assistance, and they have no credit with the real-estate agents, who will not rent to them if it is known that they are on W. P. A. or are receiving assistance. They are not good risks.

They cannot give the address of a previous landlord that would be a recommendation. When they are dispossessed, they have to find another house or dwelling, and it may be across town. Those families move constantly, and their problem is lack of adequate dwellings and a rent that they can afford, which puts a heavy burden, I think, in the long run on the taxpayers of this city.

As Mr. Hedges, of the Thompson School, has told me, there are children who have been in a different school every month.

At this point, I shall introduce my statement and then I shall be glad to answer any questions.

(The statement appears below :)

STATEMENT BY THE WASHINGTON HOUSING ASSOCIATION

POPULATION INCREASE

The population of the District of Columbia has been increasing rapidly during the past 10 years, with a 36.2 percent increase during that time. The census reports 663,091 persons as of April 1940. During the past 8 months, however the rate of increase has advanced so rapidly that the housing facilities have been strained to their utmost. Estimates of the present population range from 715,000 to 750,000. By July 1 another 15,000 to 25,000 will be added to Government services, it is estimated.

From the monthly pay roll figures furnished by the Civil Service Commission new Government workers have been employed at a rate of 3,677 persons a month during the last 6 months of 1940, or a total of 22,119 additional employees. If two-thirds of these people are housed in the District, as the Civil Service Commission states to be the case, that would mean 2,452 additional persons in the District each of the last 6 months in 1940. The new employees during 1941 are not known yet; however, Mr. Edwards of the Civil Service Commission has estimated that between 3,000 and 4,000 a month will continue to be hired until next July.

THEIR HOUSING NEEDS

According to Mr. S. Miles Montgomery, of the Washington Real Estate Board, the new workers normally absorb 0.67 units each, allowing for more than 1 member in a family being employed and for doubling up of single employees. These families would necessitate 1,643 dwelling units in the District alone each month.

In 1937, 66 percent of the salaries of the executive branch of the Government were under \$2,000 a year and 32 percent under \$1,500. According to Mr. Montgomery, of the Washington Real Estate Board, the expected pattern of the new Government employees differs from the 1937 pattern in that the new group contains 13.8 percent more in the group below the \$2,000 annual income. If this were the case 80 percent of the new Government workers coming to live in the District, or 1,962 people a month, would have incomes under \$2,000 a year. This group, using an average of 0.67 dwelling units each, would need 1,315 units a month. Since, as suggested by the Civil Service Statistical Bureau, some of the new employees are residents of Washington who were not previously working, and in some families there is more than 1 salary, one-fourth of these may not need new housing or may have an income of over \$2,000 a year. This would leave 986 dwelling units a month to be found by families whose yearly income was under \$2,000. If these families were to spend not more than a quarter of their income on rent, it would mean a demand for 986 dwellings a month renting at less than \$42.50 a month.

VACANCY SURVEY

In January 1941 the Work Projects Administration vacancy survey found a rental vacancy rate of 1.8 percent, which would mean a total of 3,460 dwelling units in the District of Columbia (if the total number of building permits granted from May 1940 through December 1940 were added to the number of units found in the census). This vacancy included all dwellings under construction at that time, which comprised about one-third of the total. However, of these only 17.5 percent, or 605 dwellings, rented for under \$40 a month.

Average monthly rentals ranged from \$75 in Falls Church and \$65 in Montgomery County to \$42.50 in Prince Georges County. The median rental was \$50, the same as in the District. In the combined areas only 3.9 percent of the habitable rental vacancies were less than \$30, and only 17.7 percent rented for

less than \$40. That means that 21.6 percent of the very few of the habitable vacancies rented for under \$40.

NONFEDERAL NEW EMPLOYEES

In addition to the new Government employees, Mr. Edwards, of the Civil Service Commission Statistical Division, states "Experience has shown that for every Government employee put on the pay roll, another job is created in private employment." Since salaries in private industry are in general lower than in Government employment, there would be an additional demand for at least another 986 housing units a month renting in the vicinity of \$40 a month or under. This has created the problem of 1,972 families a month seeking low-rent housing in the District when only 605 dwellings were vacant in January renting under \$40 a month and an additional 890 renting under \$50. These figures do not include the third of the newcomers who find housing in the suburban areas where the vacancy rate varies from 1.4 to 2.7 percent and rentals of vacant units are in most cases higher than in the District according to the Work Projects Administration survey.

LOW-RENTAL DWELLINGS NEEDED

The greatest strain of the increase in population is shown in the dwelling units renting for about \$30 a month and under. At least 32 percent of the new workers earn under \$1,500 a year, if the figures published by the Civil Service Commission for December 1937 were used, and the additional low-salaried workers predicted were not considered. This would mean a monthly influx of 1,113 persons earning under \$1,500 a year, about two-thirds of whom, or 742, would want housing in the District. If these are to occupy 0.67 dwellings each, after deducting one-fourth as having more than 1 salary in the family or being residents of the District, 375 dwelling units are needed. If the worker is not to spend more than a fourth of his income for rent these dwellings must rent for not more than \$32.50 a month. If an additional housing unit is required for an equal number of private employees in the same income group, 750 dwellings a month are being sought in the District for a rental of \$32.50 and under. The Work Projects Administration survey in January found a total of 138 dwelling units vacant under \$30 a month, with an additional 467 vacant units under \$40 a month, or a total of 605 units under \$40 a month, most of which have a higher rental than these 750 families can afford to pay.

The recent Work Projects Administration survey showed about 6,000 rooms for rent by white families in Washington and its suburbs. An earlier study in February found 1,000 rooms for Negroes in the District, and the later survey showed very few rooms now available for Negroes in the surveyed areas surrounding the District.

MIGRANT WORKERS

The families considered in the above analysis include only those who are known to have jobs in the Federal Government and those estimated to have jobs in private industry. The migrant worker who comes seeking work further aggravates this shortage of low-rent dwellings and at the same time is a victim of it. Since few who are migrating to seek work can afford housing with a higher rental than \$30 a month, and since practically no such vacancies exist at the present time, the migrant is forced to rent a room for his family, or double up with another family, with the resulting overcrowded living quarters and facilities. To maintain health and protect morals under such conditions is difficult.

The vacancy problem for the Negro families is even more serious than for white families. The percent of vacant habitable dwellings for Negroes was only 0.8 percent in January 1941, according to the Work Projects Administration survey. Most of these vacancies were in the rental range below \$40 a month.

VACANCIES DECREASE

Since the survey made by the Work Projects Administration contains the only available statistics on the vacancy rate in the District, those figures have

been used throughout the report. However from the experience of the field workers of the Washington Housing Association, vacancies in the rental class of \$30 or under are practically impossible to find for family units.

The vacancy rate in Washington, D. C., at the time the census was taken in April 1940 was 5.4 percent, including rental and sale vacancies, or 9,999 dwelling units. This has dropped rapidly according to all subsequent surveys. In August 1940, according to the newspapers, there was a 3.5 percent over-all vacancy in metropolitan Washington. The Work Projects Administration survey gave an over-all vacancy of 3 percent in metropolitan Washington in January and a rental vacancy of 1.8 percent. Since there were 26,296 new Government employees alone from April to January and permits were granted in the District for only 6,844 new family dwelling units during this time, at least this large a fall in the vacancy rate would be expected.

The drop in the vacancy rate for apartments has been even more pronounced. Apartment vacancies were 7.94 percent in August 1940, dropping to 5.99 percent in September 1, 1940, and to 4.33 percent on October 1, 1940, with an expected drop to about 2 percent in January 1941. In March 1941, the vacancy rate in apartments was 1.51 percent.

SUPPLY

To meet the need of the increased population, building has increased during the past 6 months. During 1938, 4,275 families were provided for by new construction, while during 1940, 9,226 building permits were issued for family dwelling units, with 6,151 permits in the last 6 months of 1940 alone. This would be an average number of permits granted of 1,025 new family units a month from June through December 1940, including both public and private building. During January and February 1941, permits were issued for 789 and 474 family units, respectively, for private building only.

To fill these 1,025 new family units, an average of almost 4,000 new Government employees were being hired a month, and perhaps an equal number in private employment. With the existing housing facilities already crowded, even the increased building has not been sufficient to meet the problem.

To meet the specific needs of the incoming defense workers, 3,134 family units and a dormitory for 1,000 women have been authorized for the Washington area under the defense emergency housing program. The majority of these will be built with public funds, with 624 assigned to private enterprise. Of these units, the District Federal agencies are to provide 200 family units near the navy yard, 70 units near the Army Medical Center, 35 units for the families of enlisted men in Arlington and 350 at Fort Belvoir, 1,000 units in Greenbelt, and 20 units near the Army War College. These dwellings are to be occupied by persons employed in each specific defense center and will not be on the general housing market. Private enterprise is building 300 dwelling units near the Alexandria torpedo station.

In addition to this defense construction, the Alley Dwelling Authority is building or plans to build 7 slum clearance projects for Negro families and has 2 projects for 543 white families which were being occupied by the end of 1940. Of these 7 remaining projects, which will contain 2,157 dwelling units, 313 units were begun during 1940 and are to be ready for occupancy by June 1941. Construction on 1 other project of 170 units has just been started. The occupancy of these dwellings is restricted to families who have been residents of Washington, D. C., and who are living in substandard houses. This will affect the housing for newcomers to Washington only by vacating some of the most submarginal dwellings.

HOUSING SHORTAGE

Mr. Richard W. Hill, Jr., in "Housing the Defense Workers," states:

"On the side of conservatism it appears that a 20,000 dwelling-unit shortage is in store for the Washington area. Undoubtedly many of the new workers who do not have families will be taken care of in rooming houses and probably many more will double up. But even with a substantial portion of the increased population able to get along in marginal housing, the remainder will exercise a powerful influence on the market which will inevitably result in higher rent levels and force many to live in substandard dwellings."

INCREASE IN RENTS

Washington rents started out by being among the highest in the country. The Bureau of Labor Statistics Cost of Living Survey in March 1940, found that a person in Washington paid a higher percentage of his total expenditures for rent than in any other city in the United States. Since the middle of 1940 rents have gradually been rising as the demand for houses increased. From June 15, 1940, to September 15, 1940, rents paid by wage earners and lower salaried workers in Washington increased 0.1 percent. While in the next 3 months, from September 15, 1940, to December 15, 1940, rents increased an additional 0.2 percent. The effect of the increased demand for the lower rentals is indicated by the fact that dwellings renting for under \$30 a month showed a percentage rise in rent twice as great as the units renting for \$30 or over a month.

OVERCROWDING AND LACK OF SANITATION

Since we have no information on the housing of migrants as a class we can only present the picture of the housing conditions of the low-income group as a whole. For several reasons it seems probable that migrant families must live in the worst of the city's low-rent housing. Because of uncertain income and lack of furnishings of their own, they frequently take furnished rooms which are rented out on a weekly basis. The cheapest of these rooms are in houses originally intended for one family which have been made over into rooming houses by putting a padlock on each door. The original toilet facilities must be shared by all the families in the house.

Cooking facilities may be a common kitchen shared by everyone in the house, or there may be a tiny wood burning stove (occasionally a full-size range) or two-burner oil stove in each room. In one case (1027 New Jersey Avenue SE.) the kitchen is rented out, although the only source of water for everyone in the house is the sink in that kitchen. Although some of the larger old houses originally had gas, few people use it because a deposit must be paid before it can be turned on.

Examples:

(1) 435 K Street NW.: 8-room house with a family in each room, a total of about 24 persons sharing 1 sink and toilet. Room rents run about \$3.50 a week (\$15 a month). Total rent collected about \$120.

(2) 1120 New Jersey Avenue SE.: Rents run from \$2.50 to \$4 a week for 1 to 3 rooms. Five families, at least 15 people, sharing 1 bath. All but 1 of these families also get water for cooking and drinking from the bathtub. Seven-room house.

(3) 1004 South Capitol Street SE.: Four families, sharing 1 sink and 1 outside toilet. Rents run from \$2.50 to \$4.50 a week for 1 and 2 rooms. Five-room house.

(4) 2138 Eighth Street NW.: Three families, 14 people, sharing 1 toilet. One 2-room apartment was vacant. Rents run from \$15 to \$17 a month for 2 and 3 rooms unfurnished. Ten-room house.

(5) 1010 First Street SE.: Four families, at least 18 people share 1 outside toilet and hydrant. Rents run from \$3 to \$4 a week for 1 and 2 rooms. Five-room house.

(6) 83 Defrees Street NW.: Four families, 12 people share 1 toilet and 1 sink. Rents run from \$2 to \$4.50 a week for 1 and 2 rooms.

Figures from our inspection work show an increase in the number of shared toilets in recent months. This is an indication that the number of converted houses is increasing.

From May 1940 through December 1940, 29.43 percent of the dwelling units inspected by the Washington Housing Association had toilets shared with one or more families. In January 1941 the percentage was 31.37 percent and in February it was 50.14 percent.

MIGRANTS HAVE NO CREDIT

Another factor that forces migrant families into the poorest housing is the fact that most Washington real-estate agents require a rent receipt from a

previous agent as evidence of reliability. Lacking this, they rent from men who will take anyone and charge high rents to offset the risk of nonpayment. Rent is collected in advance and if not forthcoming, the tenant's belongings are put in a bag outside the door and the padlock is changed. Losses to the landlord are therefore negligible. Loss to the tenant may be all he owns.

This type of real-estate operator as a rule does not have a real-estate broker's license nor a business chance broker's license. He operates outside the law. He sometimes has no office but collects the weekly rents himself or has subagents.

This type of business seems to be increasing. We have unconfirmed reports that the subagents, finding the business lucrative, are engaging in it independently. More and more vacant houses are being divided up, so that it is becoming difficult to find a whole house to rent in some sections of the city. The low-rent housing shortage creates this condition.

EXORBITANT RENTS TAX RELIEF

Work Projects Administration workers and families on relief are frequently found in this type of rooming house. Although the rent paid for a single room may be enough to rent an entire house, the convenience of having to pay only 1 week's rent at a time outweighs other disadvantages. Furthermore, since many Work Projects Administration workers get behind in rent when laid off because of the 18-month rule, they are forced to rent from someone who does not require references from previous agents. Undoubtedly a large slice of the small relief allowance or Work Projects Administration wage is taken by these housing operators. This leaves less for food and medical care. This in turn places an increasing burden on the taxpayer, who must provide in some way or another for these items in the family budget.

DWELLINGS SHARED

Families frequently share dwelling units in order to cut down on rent. Often out-of-town relatives live with a family already here until they can afford a place to themselves.

From May through December 1940, 17.96 percent of the dwellings inspected were being shared by one or more families. In January 1941 the percentage was up to 24.13 percent, and in February it was 28.95 percent.

Examples:

(1) 1104 New Jersey Avenue SE.: Six-room brick house, \$25 a month. Two rooms are basement rooms. House has sink, electricity, and outside toilet. Two brothers with families are sharing the house; 2 men, 2 women, and 8 children; 12 persons in 6 rooms.

(2) 813 Second Street SE.: Five-room brick house, \$27.50 a month. One room is basement room. House has sink, electricity, and outside toilet. Three men, three women, and three children; nine persons in 5 rooms.

(3) 1112 New Jersey Avenue SE.: One room in an old frame house, \$2.50 a week. Shared sink and outside toilet; no electricity. Two men, two women, and one child; five persons in one room.

(4) 139 L Street SE.: Six-room brick house, \$15.50 a month. Two rooms are in basement. House has sink, outside toilet, no electricity. Man and wife with four children rent house. Rent out rooms to 2 other families consisting of 4 adults and 5 children; 14 persons in 6 rooms.

(5) 1017 New Jersey Avenue SE.: 5-room brick house \$16.50 a month. House has outside water and toilet, no electricity. Two families sharing house; 2 men, 2 women, 8 children; 12 persons in 5 rooms.

(6) 138 Pierce Street NW.: 6-room brick house \$25.50 a month. House has sink, outside toilet, no electricity. Two rooms are basement rooms quite far below street level. Two families sharing house; 2 men, 2 women, 9 children; 13 persons in 6 rooms.

(7) 506 Twenty-first Street NW.: 5-room brick house \$25.50 a month. House has sink, outside toilet, electricity. Two families sharing house; 2 men, 2 women, 8 children; 12 persons in 5 rooms.

(8) 923c St. Paul's Court NW.: 5-room house \$15.75 a month. Outside water and toilet, no electricity. Man and wife with 6 children sharing house with another family of 3 adults and 4 children; 15 persons in 5 rooms.

(9) 2222 Sixth Street NW.: 5-room brick house \$27.50 a month. Sink, outside toilet, no electricity. Two related families sharing house; 9 adults and 11 children; 20 persons in 5 rooms.

INCREASE IN OVERCROWDING

Overcrowding is also increasing. From May 1940 through February 1941, the percentage of dwelling units overcrowded (more than 2 persons per room, exclusive of kitchen) was 19.87 percent. For the 10-month period preceding this (July 1939 through April 1940) it was 17.68 percent, and for the period from September 1938 through June 1939 it was 16.54 percent. Although these figures include overcrowding caused by doubling up as well as by families too large for the houses, it is probably safe to assume that the latter type of overcrowding is also increasing since the larger houses are being divided up into multi-family houses. This forces large families into smaller houses. For example a 6-room house at \$42.50 may now be \$50 or \$60. The 4-room house at \$30 is now \$40.

LARGE FAMILIES

Following are examples of tenants who rent houses too small for their families because they cannot afford the rent for larger houses:

(1) 127 H Street SE.: Five-room brick house, \$16.50 a month. House has sink but no electricity or inside toilet. Man and wife and 9 children; 11 persons in 5 rooms.

(2) 124 Francis Place SE.: Four-room brick house, \$14.50 a month. House has sink but no electricity or inside toilet. Man and wife and 7 children; 9 persons in 4 rooms.

(3) 2403 Pennsylvania Avenue NW.: One basement room, \$6 a week. Shared sink and outside toilet. Electricity. Man and wife and 2 children; 4 persons in 1 room.

(4) 2526 F Street NW.: Three rooms, \$17.50 a month. Sink, outside toilet, electricity. One woman and 6 children; 7 persons in 3 rooms.

(5) 808 Barry Place NW.: Two rooms, \$12.50 a month. Shared outside toilet and water, no electricity. Man and wife and 7 children; 9 persons in 2 rooms.

CONVERTED HOUSES

Examples:

(1) 1027 New Jersey Avenue, SE.: six-room house with sink, outside toilet, no electricity—1938, rented to 1 family (4 people) for \$17.50 a month; 1941, rented to 4 families (9 people) for a total of about \$59 a month.

(2) 1118 New Jersey Avenue, SE.: six-room house with sink, outside toilet, no electricity—1937, rented to 1 family for \$18 a month; 1941, rented to 4 families for a total of about \$55.90 a month.

(3) 1120 New Jersey Avenue, SE.: seven-room house with 1 bath, 1 sink, 1 outside toilet, no electricity—1937, rented to 2 families for \$26 a month; 1941, rented to 5 families for a total of about \$70.95 a month.

(4) 1004 South Capitol Street, SE.: five-room house with sink, hydrant, outside toilet, no electricity—1936, rented to 1 family for \$18.50 a month; 1941, rented to 4 families for a total of about \$49.45 a month.

(5) 435 K Street, NW.: seven-room house with 1 bath and sink, electricity—1937, rented to 1 family for \$40 a month; 1941, rented to 8 families for a total of about \$112.50 a month.

HOUSES IN WHICH PARTITIONS HAVE BEEN USED TO CONVERT SINGLE-FAMILY HOUSES TO ROOMING HOUSES

Examples:

1027 New Jersey Avenue, SE.	101 H Street, SE. (Apartment 1).
1112 New Jersey Avenue, SE.	111 Browns Court SW.
1004 South Capitol Street, SE.	504, 506 F Street Terrace SE.
223 F Street, SW.	1222 Potomac Street NW.

RENT INCREASES

Examples:

(1) 12½ Place SE., rent raised from \$12.50 to \$15, substandard houses, some with loose plaster and broken floors.

(2) 89 N Street SE., rent raised from \$12 to \$20 when new family moved in. Roof leaks.

(3) 2217 Eighth Street NW., rent raised \$25.50 to \$27.50. Plaster falling in kitchen.

(4) 652 H Street NE., rent raised \$12.50 to \$16.50. Roof leaks.

(5) 322 Allen's Court SW., rent raised \$10 to \$15.50. Loose plaster.

(6) 919½ and 121 Chew's Alley, rent raised \$12.50 to \$18.50. Loose plaster, broken steps.

(7) 2605 Eye Street NW., rent raised \$15.50 to \$17. Plaster falling in kitchen.

(8) 924 St. Paul's Court NW., rent raised \$16.50 to \$18.50.

(9) 2129 Ninth Street NW., rent raised \$27.50 to \$35. No repairs made, 2 legal violations.

(10) 2605 Eye Street NW., rent raised \$15.50 to \$17. Plaster falling in kitchen.

Examples of overcrowding in rooming houses:

(1) Indiana Avenue NW.: Sixteen people to 1 bathroom, which in addition is the only source of water for several of the rooms which are equipped for light housekeeping. (Only vacancy is a double room without light housekeeping, renting for \$10 a week.)

(2) Irving Street NW.: An apartment in a house turned the living room into a bedroom which was separated by a curtain from the part used as a bedroom by the lady of the house.

(3) T Street NW.: Six-room house, housing family of 9, had 1 room rented to a woman for light housekeeping and was trying to rent another room to 2 people.

(4) Twentieth Street NW.: Room in basement to be rented to 3 men, with the only bathtub available in the corner of the kitchen, which was used by the family. (Room to rent for \$4 each per week.)

(5) East Capitol: Divided room for roomers from own room by curtains.

(6) Twenty-first Street NW.: Partitioned rooms to make extra rooms to rent, no building permit.

(7) N Street NW.: Large rooming house, 3 to 4 people in each room, 13 people to 1 bath, 14 people to other bath. Mixed sexes in bathrooms. Room and board, \$40 to \$45 a month. All single. (Only vacancy, one-third of 1 room.)

Addresses on file at the office of the Washington Housing Association.

LACK OF SANITATION

928 Burns Street SW.: Man, wife, and 2 children came here from Pennsylvania 9 months ago, where the man worked in the coal mines. He got work with Capital Transit Co. They moved from a more expensive house to a house on Burns Street, where they pay \$30 a month for a 5-room bungalow. The house has central heat and electricity. There is city water for the house but no sewer, so the family uses a privy, with two buckets to catch excreta, in the yard. The waste water from the sink and bathtub drains under the cellar, keeping it flooded most of the time.

The law says in regard to the removal of excreta from such a toilet: "Such (movable) receptacle for filth shall not exceed in capacity 2 cubic feet, and shall be made of metal, watertight, and provided with handles, and so constructed that it may be closed with a cover and made airtight at the time of its removal."

Health Department Regulations, page 79. An act to regulate, in the District of Columbia, the disposal of certain refuse.

EXTENSION OF SEWERS

Over a year ago Congress repealed two acts controlling the use of outdoor toilets and outlawed outdoor toilets, giving the Commissioners power to set up new regulations. These new regulations have not yet been set up.

Amount of work that can be done in extending sewers depends on amount of appropriation for the year. There are still 1,800 yard toilets in the District not sewer connected. Streets with very low-rent houses on them are left until last because the assessments for improvements are so high in proportion to the value of the property. Some streets are done on petition of property owners.

There is no Work Projects Administration project as such for sewer work but all unskilled labor for work on sewers in the District comes from Work Projects Administration rolls. They also contribute materials occasionally.

OVERCROWDING

What the law says.—That no room in any tenement or lodging house shall be occupied as a sleeping room unless there are at least 400 feet cubic contents for each person therein not less than 10 years of age. The health officer is hereby authorized, if in his judgment it is necessary to secure compliance with this requirement, to cause to be affixed to or near the door of each room a placard stating the number of occupants allowed under this regulation, and shall, in any case where such placard has been affixed, cause a notice stating such number to be served on the owner, agent, or person having charge of the premises. No person having authority to prevent shall permit to occupy any such room as a sleeping room any greater number of persons than are specified on such placard, if any, or otherwise authorized under this section. Health Laws and Regulations, page 247.

APPENDIX A ¹

Number of Federal employees as given by Civil Service Commission, August pay roll, \$22,208,516:

September 1939	125,906	May 1940	130,987
October 1939	126,518	June 1940	133,854
November 1939	126,380	July 1940	138,453
December 1939	127,502	August 1940	142,821
January 1940	127,418	September 1940	145,572
February 1940	127,771	October 1940	149,000
March 1940	128,643	November 1940	152,605
April 1940	129,677	December 1940	155,973

¹ Institute of Public Affairs, October 8, 1940; confirmed by Mr. Edwards, Civil Service Statistical Division. (Last 3 months added by Mr. Edwards.)

APPENDIX B ¹

Number of families provided for by building permits issued in Washington, D. C.

	<i>Family dwelling units</i>
1940:	
May	343
June	350
July	950
August	1,185
September	743
October	1,607
November	1,143
December	568

Total family dwelling units including all private and public constructions..... 6,844

1941:	
January	2,739
February	474

Total family dwelling units, private construction only..... 1,263

	<i>Family dwelling units</i>
Average monthly family dwelling units provided in buildings, permits for which were granted the last 6 months in 1940.....	1,025

Dwelling units in the District of Columbia in April 1940, from census figures..... 185,393

Additional units for which building permits were issued May through December 1940..... 6,844

Total number of dwelling units constructed or under construction December 1940..... 192,237

¹ Building Construction, issued monthly by the Division of Construction and Public Employment of the Bureau of Labor Statistics, U. S. Department of Labor.

² From the monthly report made by the Building Department of the District of Columbia.

APPENDIX C

Number of dwelling units vacant by rental groups, January 1941.

Vacancy ratio found in January 1941 (percent) 1.8
 Number of dwelling units for rent 3,460

Percentage vacancies by rental group according to Work Projects Administration survey and number of units represented:

	Percent of total	Number of dwelling units
\$20 to \$29.99	4.0	138
\$30 to \$39.99	13.5	467
\$40 to \$49.99	26.0	900
\$50 to \$59.99	18.0	623
\$60 to \$69.99	15.6	540
\$70 and more	22.9	792
Total		3,460

(Percentages taken from Work Projects Administration vacancy survey of January 1941. Number of dwelling units represented calculated from total number of units given in appendix B.)

TESTIMONY OF MRS. HELEN DEWEY HOFFMAN—Resumed

The CHAIRMAN. Mrs. Hoffman, you spoke of the children of families who move often, within the District of Columbia. Do many of them live in trailers?

Mrs. HOFFMAN. No; they do not. They live in basements. Dr. Evans, principal of the Thompson School, told me that 35 percent of his children live in the basements of those houses in the central area. There will be a mother and a father, and anywhere from two to five children living in one room.

RENTS AND SANITARY CONDITIONS

The CHAIRMAN. And what rent do they pay?

Mrs. HOFFMAN. The rents fluctuate. That is to say, if they rent from a real-estate agent, and they pay by the month, they may be paying \$30 or \$35 a month.

The CHAIRMAN. For what sort of accommodations?

Mrs. HOFFMAN. A room in a basement.

The CHAIRMAN. One room?

Mrs. HOFFMAN. Yes.

The CHAIRMAN. What about the sanitary conditions?

Mrs. HOFFMAN. They share the sanitary facilities with others. I have a great many records on that here with me. They may be paying by the week, if they are on relief or W. P. A., or just getting by on a very low income, in which case they may be paying anywhere from \$2.50 to \$5 a week for one room. It is easier to pay by the week than it is by the month, for them.

The CHAIRMAN. They have a common bath and toilet?

Mrs. HOFFMAN. They share one with anywhere from four to as high as eight families. The houses are one-family houses, that are being converted into four- or five-family houses. And there is a family in each room. They even share the kitchen and cook in turn.

We have a case of one house where even the kitchen is rented out, and they have to wait until the person goes out before they can cook. It is a very definite housing problem. I just wanted to bring that out as part of the problem of the shifting school population. I think among the children in the Greenleaf School, there is about a 90 percent turn-over in a year.

The CHAIRMAN. Do you have any figures on the number of people occupying those one-room basements?

Mrs. HOFFMAN. I have a great many figures here on that. Would you like me to go into the population problem now?

The CHAIRMAN. I would like to have you proceed in any way you see fit.

Mrs. HOFFMAN. I thought that I would explain what our association does, and then go into the rest of the story.

THE WASHINGTON HOUSING ASSOCIATION

We are a Community Chest agency. Our board is made up of 22 prominent citizens here who are well qualified. They bring to us the viewpoint of labor, finance, building standards, health, and legal problems, and so on. We have women and Negroes on our board. The people who make up the board, some of them, have been interested in housing for 20 years. Mrs. Robert Woods Bliss, I believe, has been interested in it a long while. So has Mrs. Glover. Mrs. Roosevelt is our honorary president. She has been interested in better housing for a long time in the District of Columbia.

The CHAIRMAN. How is it financed?

Mrs. HOFFMAN. Through the Community Chest. Some of our board members and others originally financed it and now it is financed through the Community Chest.

I think the problem in Washington is best described in the words of the president of the association at the annual meeting in December. On this case the topic for discussion was the serious housing situation in Washington.

The CHAIRMAN. Who is the president?

Mr. HOFFMAN. Mr. J. Bernard Wyckoff, who is with the Department of Agriculture. Dr. Anson Phelps Stokes was our former president, and Mr. Clarence Dodge, before him. Mr. Frederic Delano was our first president.

Mr. Wyckoff said this [reading]:

Washington is a city of high rents, based on high land value and a floating population with resulting speculation in real estate. Our almost total lack of industry as compared with other cities of similar size means that we started with a lack of homes for working people—homes which in industrial centers are built in part at least by or for the industry. The chief industry of Washington is government, which has taken no such responsibility for housing its workers.

As in a few other cities, Washington people have been sold the idea of home ownership, with too little consideration for the fact that home ownership may be for many of our present residents a luxury they cannot afford. This has helped to create a shortage, too long ignored here, of houses to rent to a floating population of families of moderate though assured income levels.

In presenting this housing situation statistically, we found it difficult to get an over-all picture from any agency. We were in touch with the Defense Housing Coordinator's office; the Federal Housing Administration; the Alley Dwelling Authority; the Real Estate Board; the Board of Trade; and other agencies, and out of the information that they supplied we pieced together what looks like an over-all picture. It is not a very good statistical picture. There is an absence of an agency here in the city that is very much needed, a central statistical agency that could keep this information up to date. We need it.

The CHAIRMAN. Mrs. Hoffman, so far the Federal Government has taken no responsibility in this housing?

Mrs. HOFFMAN. Until the present defense emergency.

The CHAIRMAN. Have you any recommendations as to what they should do?

Mrs. HOFFMAN. I was going to tell what they have done just very recently in providing new housing.

The CHAIRMAN. Very good.

Mrs. HOFFMAN. I think they should recognize the problem. The Government is a big industry. The Government would certainly be one of the first to criticize a large industry which brought great numbers of workers in and made no provision for their housing. If this were a steel company, for example, who would be more critical than our own Government, if people were not provided with dwellings?

A FLOATING POPULATION

I think, also—and this is my own personal opinion, you understand—that we might recognize what is being done in California for the floating population. To be sure, it is a floating population with a little—well, maybe not more income than that of those who come here, but there you find quantities of small apartments furnished, kitchen and bath, that can be rented by the week or by the month. They are all over the coast. People come in and go out. California has definitely a floating population and recognizes it, and makes a business out of it.

I do not say the Government should go into business on this, but certainly it should make some provision; it should recognize that this is a floating population.

The housing registry indicates that the demand is for a one-room-and-bath housekeeping apartment to help reduce the cost of living in Washington. A man and his wife, or two men, or two women, can occupy such an apartment, and split the cost, and live better, at less cost, than they can in a rooming house or a hotel. Of course, larger apartments are above their incomes.

In making up this statement, I considered three types of migrants: The new Federal workers, the new workers in the service trades, and persons seeking work, usually called migrants although they may be white-collar workers.

VACANCY DECREASE

We have prepared a statement covering the vacancy decrease, the housing shortage, the rent increases; and the overcrowding and lack of sanitation; the increase in shared dwellings and converted dwellings, as we have observed them in our inspection work. This statement does not give complete statistics because they are not available. But it does give examples which indicate the trends.

The census reports a population of 663,091 as of April 1940—a 36.2 percent increase since the last census. The present expansion began May 1 at the average rate of over 3,000 new Federal workers per month. Conservative estimates show one other worker in the service trades, and one other person seeking work. The Board of Trade estimates 65,000 as the probable increase since May 1. One-third of the new Federal workers who are housed outside the District are eliminated from the estimates of housing needs. Our agency functions within the District lines, because our budget comes from the Community Chest.

It is estimated that 80 percent of the Federal employees have salaries under \$2,000. They normally absorb 67 percent of the new dwellings provided allowing for two earners in the family combination.

That does not mean newly constructed dwellings. It means newly provided dwellings, which may be houses split up into apartments or converted to other use. This means that 986 dwellings a month are needed, renting for under \$42.50. The recent vacancy survey of the W. P. A. shows a total of 605 dwellings for rent under \$40.

In other words, with a need for 986 dwellings a month, since last June, we only have a total of 605 as indicated by the last survey.

For new non-Federal employees whose salaries average lower than those of Federal employees, an equal number of dwellings is needed each month at rental not over \$40.

The greatest strain on housing is in the dwelling units renting under \$30 a month. At least 32 percent of the new workers earn under \$1,500. At least 375 dwellings per month renting at \$32.50 or under are needed, or 750 units for both public and private employees.

The W. P. A. survey found a total number of vacancies of 138 under \$30 a month.

To this serious shortage we now add the migrants in search of work. Few of these can afford housing at a rental of \$30 a month or over. Since practically no such vacancies exist, the migrant, and his family if he has one with him, is forced to rent a room or double up with one or more families, and share the rent.

The vacancy rate for dwellings under \$30 a month for Negro families has reached the vanishing point.

At the time of the census last April the vacancy rate was estimated at 5.4 percent for the District, or 10,000 dwelling units. In August it was 3.5 percent for Metropolitan Washington and the W. P. A. survey gave the rate as 1.8 percent in rental units and 3 percent as the over-all vacancy including houses for sale. A vacancy rate of 5 percent is needed to permit choice for the renter.

Building permits numbered 9,226 for 1940. The rate from June to December was 1,025 a month. But at least three times that number of new Federal employees plus an equal number of private industry employees were coming each month.

Rents have been steadily mounting. The Bureau of Labor Statistics reports 0.1 percent increase from June 15, to September 15, and 0.2 percent from September 15 to December 15. These increases are twice as high for the units renting for \$30 a month than for those renting for \$30 or over.

"VACANCIES" ONLY BEDS

Where are these newcomers living?

Overcrowding and lack of sanitation affect the white-collar worker in Federal or private employment as well as the migrant worker. Frequent complaints of doubling up in apartments and rooming houses come to us. One bath for 15 to 20 persons is a common grievance. This is among Federal workers and others.

Occupation by three to six unrelated roomers of the parlor of a once fine private residence is not uncommon.

Renting a vacant bed was once shocking, but is now all too frequent. Conditions which were deplored for migrant workers in Washington are creeping up until now Federal workers must cope with them.

At rooming houses in the Massachusetts or New Hampshire Avenue area, there are vacancy signs in the windows. You go in and ask to see the vacant room, but there is not a vacant room, there is a vacant bed only. That is, you may move in with two or three other strangers in one room.

These residences, along Massachusetts and New Hampshire Avenues and some of the cross streets look very fine from the outside, but there is no indication of what is going on inside. A house was once built, say, to accommodate 2 to 6 persons as a private residence, according to the needs or desires of the family. It is now occupied by anywhere from 15 to 25 people, and there has been no increase in the sanitary facilities. So that there is the same bath and toilet—and if it is an old house, they usually have only 1 or 2 to serve all of those people.

Mr. OSMERS. What are the approximate rents that are charged for these beds?

Mrs. HOFFMAN. To illustrate, yesterday the Federal Security Agency called up about one case. Of course, we can do nothing about these, you understand. We just listen to them. This is the case of two girls who occupied a room, for \$45. They were strangers.

Mr. OSMERS. Was that with a private bath?

Mrs. HOFFMAN. No; without a private bath. They asked to have another girl move in with them, a friend of theirs who could not find a place elsewhere. A cot was put in. The rent was \$50 for the three girls. Then the third girl moved out, and the other two girls wanted to stay there at the old rental of \$45, but the landlady insisted upon their paying \$50 and taking in another stranger.

Those complaints come to us constantly. As I have said, we can do nothing about it.

In the well-run rooming houses, there is not as much overcrowding, because the women who run those houses have a reputation to sustain as managers. But they are in the minority rather than in the majority.

HOUSING REGISTRY

A housing registry has been set up by the Defense Council of the District of Columbia on Indiana Avenue, and rooms are being listed there, and houses and apartments. To the Alley Dwelling Authority has been assigned the job of inspecting houses and apartments—houses under \$50 and apartments under \$15 per room per month.

To us has been assigned the job of inspecting the rooms to rent, and there are quite a number of rooms already listed for rent. Most of them are on the outskirts of the city, and if they are downtown they barely meet the minimum standards. The minimum standards are very low in the District, but they meet the building code and the health code of the District.

True migrants have no credit. No real estate agency will rent to them, so their housing problem is serious.

Figures from our inspection cards show that from May 1940 through December 1940, 30 percent of the dwelling units inspected had toilets shared by one or more families. A small increase showed in January, but in February there was a jump to 50 percent. A great many of these toilets are outside.

The CHAIRMAN. You do not mean to tell me that there are outdoor toilets in Washington?

Mrs. HOFFMAN. There are thousands. Recently, within a year, Congress passed a bill setting aside two old laws which provided that the Commissioners should set up regulations doing away with the outdoor toilets in Washington; that is, not doing away with the outdoor toilets, but doing away with the toilets not sewer-connected. There are over 1,800 outdoor toilets that are not sewer-connected. There are over 1,800 outdoor toilets that are not sewer-connected. There are thousands of outdoor toilets here in the District, but sewer connections have been made to those. They are working, in the District Building, on plans to take care of the outdoor toilets not-sewer-connected. They need money for it, however.

The same sudden increase since January 1, 1941, is noticed in the number of dwellings shared, the amount of overcrowding, and in the number of dwellings converted with or without "blessing" of the building inspection department.

That "Washington is different from any other city" is true in the sense that until the advent of the Alley Dwelling Authority little or nothing had been done for the worker whose family income is less than \$1,500 a year.

The reason—"the chief industry of Washington is government, which has taken no responsibility for the housing of its workers."

The consequent strain on low-rent housing is greatly aggravated by the preponderance of workers in Government and in private industry with incomes under \$1,500 for whom private industry has not provided.

Being the seat of the Federal Government, the city draws an increasing number of migrants whose housing conditions are becoming a menace to the welfare of the city.

The seriousness of the problem is not apparent to the casual observer. Once handsome private residences occupied by families of 2 to 6 persons are now rooming houses with 15 to 20 persons or more using the same bath and toilet.

Like the houses in the slums, the front of the house is much the same. The problem is what is happening inside the house. Overcrowding and lack of sanitation are becoming as prevalent in the once fine residential neighborhood as in the alley slum.

Health and morals always suffer under such conditions. The human erosion is the problem.

In a democracy the Nation's Capital cannot afford to subject its workers or its citizens to this erosion. There can be no nation without families. There can be no families without decent housing.

I have here some example records of rents, and increases in rents, and increases in dwellings shared and in overcrowding in converted houses, lack of sanitation, and so on. Would you care to have those?

The CHAIRMAN. Of course, we are going to put your entire statement in the record, if you wish. Is that in addition to your statement?

Mrs. HOFFMAN. Yes. I have here a full statement of our case.

The CHAIRMAN. We would like to have all your prepared material go into the record, but if you would care to touch some of the high spots in your summary statement, you may proceed with that.

NEW CONSTRUCTION

Mrs. HOFFMAN. I thought you might like to know a little bit about the supply also. During 1938, 4,275 families were provided for by new construction while during 1940, 9,226 building permits were issued for family-dwelling units, with 6,151 permits in the last 6 months of 1940 alone. This would be an average number of permits granted of 1,025 new family units a month from June through December 1940, including both public and private building. During January and February 1941, permits were issued for 789 and 474 family units, respectively, for private building only.

To fill these 1,025 new family units, an average of almost 4,000 new Government employees were being hired a month, and perhaps an equal number in private employment. With the existing housing facilities already crowded, even the increased building has not been sufficient to meet the problem.

To meet the specific needs of the incoming defense workers, 3,134 family units and a dormitory for 1,000 women have been authorized for the Washington area under the defense emergency housing program. The majority of these will be built with public funds, with 624 assigned to private enterprise. Of these units, the District Federal agencies are to provide 200 family units near the navy yard, 70 units near the Army Medical Center, 35 units for the families of enlisted men in Arlington, 350 at Fort Belvoir, 1,000 units in Greenbelt, and 20 units near the Army War College.

I should like to say that a conservative estimate of the increase in population indicates that the population is between 715,000 and 750,000 today, although the census report showed 663,000 in April.

Mr. OSMERS. You think the population is what?

Mrs. HOFFMAN. Between 715,000 and 750,000. A very conservative estimate is 715,000. The over-all would be 750,000.

LOCATION OF SLUMS

Mr. OSMERS. Where are the Washington slums located? I do not refer to converted fine residences.

Mrs. HOFFMAN. They are all over the old city.

Mr. OSMERS. In what section?

Mrs. HOFFMAN. From Georgetown to the Anacostia River. I am sorry I did not bring a map with me, but it would look like the measles when you look at the alleys and, of course, the alleys have destroyed the surrounding area. It is like a cancer.

Mr. OSMERS. Are they necessarily all occupied by Negroes?

Mrs. HOFFMAN. Not altogether; no. The alleys are pretty largely occupied by Negroes today.

Mr. OSMERS. Are the occupants of the Washington slums relief cases or very low-income cases?

Mrs. HOFFMAN. There are borderline cases in these low-income groups. The Alley Dwelling Authority, for example, have applications for their new houses and they find a great many families with incomes of \$600 to \$900 or \$1,000 a year, that are not on relief.

Mr. OSMERS. I suppose for each new unit of housing that has been built, an old unit has been destroyed?

Mrs. HOFFMAN. Supposedly, but there have been more destroyed because Federal buildings have displaced them.

Mr. OSMERS. Has that assisted or has that just increased the pressure on the slums?

Mrs. HOFFMAN. It has increased the pressure, to some extent.

Mr. OSMERS. It generally does; it does not improve, merely to destroy.

SLUM CLEARANCE PROJECTS

Mrs. HOFFMAN. No.

Mr. OSMERS. Is there any large-scale slum-clearance project now in progress in Washington?

Mrs. HOFFMAN. Yes. Quite a number of Alley Dwelling Authority projects in the Southwest, and in the Southeast; they are clearing six to eight blocks, down near the navy yard. They have two projects there, one for the colored and one for the white. Those are in what you might call large areas. But the alleys themselves dot the whole city.

Mr. OSMERS. Do you know approximately how many units are involved in these new developments?

Mrs. HOFFMAN. I think the Alley Dwelling Authority has about 2,800 over all. That is, with the \$15,000,000 that has been allocated to them by the United States Housing Authority.

Mr. OSMERS. How many family housing units in Washington are considered substandard today?

Mrs. HOFFMAN. About 20,000 according to the real property inventory in 1934.

Mr. OSMERS. And about 2,800 are being developed?

LAW ENFORCEMENT

Mrs. HOFFMAN. Yes. We also do inspection work, unofficial inspection of substandard dwellings and reporting to the District officials, health and building and fire, and so on. Then they make an official inspection and order the violations abated. They do not always get it done, however.

Mr. OSMERS. You are bringing up a point that was next in my mind. Why is it not possible to do in Washington as is done in nearly every other city in the United States, or at least in a lot of other cities—enforce the building laws and the sanitary laws and the health laws?

Mrs. HOFFMAN. Well, you know the District Building. It is very difficult to get enforcement of existing legislation and even more difficult to get improvement of inadequate legislation.

Mr. OSMERS. I am sure they have the police power that is necessary to bring about the desired changes.

Mrs. HOFFMAN. We brought up last June to the corporation counsel the matter of the inadequacy of the laws and the ineffective enforcement of adequate laws. And we are bringing it up again with the new corporation counsel, Mr. Keech. We do hope something can be done. We wish to make a test case of the condemnation of an insanitary dwelling, which law has been said to be not enforceable.

Mr. OSMERS. With respect to the ownership of these substandard dwellings, are they owned by large corporations or by individuals?

Mrs. HOFFMAN. We would like very much to go into the ownership of a good many of those, but it takes research and study, and we do not have the money or the help for it. From all that we have been able to observe, estates own some of these properties. And they are managed by banks. Banks are not in the real-estate business. That is not their primary function, and it is a job that is wished on them. They are not interested in it particularly, and it is very difficult to get abatements for that reason.

TAX LAW

There is another matter that I wondered about considerably, and that is the peculiar tax law in the District. In the case of foreclosure for nonpayment of taxes, the ownership of the property, if a tax-lien buyer should buy it, is not cleared for 20 years.

Mr. OSMERS. To whom does the income from the property go?

Mrs. HOFFMAN. Presumably it goes to the buyer of the tax lien. The owner may continue to live in the house and pay rent for it.

Mr. OSMERS. But he would have to do that in any normal real-estate transaction with a tax-lien buyer, would he not, such as you or I would have to do if we rented a property?



In the slums of Washington, D. C. In this city 1,800 homes are still without sewer connection, and other thousands have been declared substandard.

The above photograph and those on the three pages following are part of an exhibit submitted to the committee by Mrs. Helen Dewey Hoffman, director of the Washington Housing Association. Reference is made to these pictures in her testimony which appears on pp. 4570 and 4571.



Dwellers in alleys like this have a view every day of the United States Capitol.



Another scene in the Nation's Capital. This picture and the conditions it represents are discussed in testimony on p. 4571.



In the shadow of the United States Senate Office Building is Schott's Alley.



A broken stair rail in the slums of Washington causes two broken legs.



"Playground" in the crowded Capital.



The shacks on this block, in Washington, D. C., date back to the Civil War period.

Photographs on the following pages were taken in various national-defense centers and in nearby communities occupied by migrant workers and their families. They are among a group of pictures which have been accepted for the record.

4568-E



Portrait of a defense-boom town. The 1940 census showed 864 residents of Charlestown, Ind. Now 15,000 are employed there.



Newcomers to Charlestown, seeking work in the great powder plant, are allowed 1 night in the firehouse.



The mattress for this worker's bed is made of cardboard boxes. He is a hod carrier at Charlestown.



Garbage disposal, as the trailer camps at Charlestown "take care" of it.



The line forms at the "general delivery" window at 4 p. m. in Aberdeen, Md., where mail from all parts of the country is pouring in now.



All the house number this child has—a New York State license plate in the trailer camp at Aberdeen, Md.



A carpenter at Fort Bragg, N. C., throws open the doors to his home.



Interior of a bunkhouse for 30 to 40 men at Fort Bragg. Most of the patrons, having been laid off, were gone when this picture was taken in March 1941.



Tent dwellers at Manchester, N. C., near Fort Bragg. Rent for these quarters is a dollar a week.



Texas, Idaho, Georgia, and South Carolina were on the license plates in this trailer camp at Fort Bragg, where parking space is a dollar, and small bunkhouse \$5 a week.



This child of a navy yard worker has a "home" but no house. He and his mother are living temporarily in the Helping Hand Mission at Portsmouth, Va.



Three in a bed, five in a room, this farm family from North Carolina pay \$10 a month rent at Norfolk, Va.



This cabin cruiser is used as living quarters of a worker at the shipyards in Kearny, N. J.

4568-M



The first night is the worst for the hundreds of newcomers to the powder plant at Radford, Va. These boys, unable to find quarters, take refuge in the railroad station.



The rent this couple pay for one room at Newport News, Va., is \$8 a week. The man is a worker from North Carolina.



Here the basement of a second-hand furniture store at Radford is being converted into a hotel. Beds at \$3.50 a week.



Two customers put up in the establishment mentioned above.



Modern counterpart of the old oaken bucket at a settlement of defense workers in Philadelphia.



Largest trailer community in the world is in Ridley Township, near Chester, Pa. Here live workers in the Chester shipyard and the navy yard and locomotive and other works at Philadelphia.

Mrs. HOFFMAN. Yes. Evidence does not indicate that it is a normal business. I would like very much to know what could be done in the enforcement of violations on such properties.

Mr. OSMERS. Would you say that there should be a change in the District law governing the foreclosure of tax property?

Mrs. HOFFMAN. I would like to see a study made of it and recommendations made; yes.

Mr. OSMERS. You mean that it is possible for 20 years after the sale of a tax-title lien for the original owner to recapture the property?

Mrs. HOFFMAN. He has to recapture it from the tax buyer.

Mr. OSMERS. He can do it by the payment of the back taxes and assessments.

Mrs. HOFFMAN. And whatever the tax lien owner chooses to exact.

Mr. OSMERS. Under the law, there is no stated percentage of interest?

Mrs. HOFFMAN. There is for 2 years. Then after the 2 years, as I understand, the law does not protect the owner of the property against extra charges. It is a peculiar law. I do not know enough about tax laws to know whether they have the same law in any other city or not. But I never heard of it. People from other cities to whom I have talked say that they have never heard of it. It might be worth looking into.

Mr. OSMERS. The law has an old root, although I am not speaking as a lawyer. That is, to give the original home owner an opportunity to recapture his property. Of course, in most instances, in order to avert municipal bankruptcy, that whole procedure has been speeded up, and in most cities of the country clear titles are more available than they ever have been before. Of course, Washington is not a municipality that faces bankruptcy, and there is not the pressure, therefore, to correct that, that there is in some other municipalities.

EXPLOITATION OF PROPERTY

Mrs. HOFFMAN. That is true, there is a lag in its activity in that respect; I realize that.

There is another reason why enforcement is difficult. There are people who are deliberately exploiting this property. That is our observation. A man who works in one of the Government agencies has been buying up these alley properties. As fast as he gets enough money over the mortgage value on one, he borrows on that house and buys another.

Mr. OSMERS. Of course, it is probably the most profitable type of real-estate investment; that is, substandard housing.

Mrs. HOFFMAN. Yes, it is.

Mr. OSMERS. It has been known for years to pay a high rate of return.

Mrs. HOFFMAN. Yes; on a very low assessment on the property.

Mr. OSMERS. And there are no services required in connection with the houses.

Mrs. HOFFMAN. That is true, no services are required, and there is a very high charge against the taxpayers in the city because of the conditions under which these people live, which create a burden upon the health and other resources of the city, such as police and fire protection.

Mr. OSMERS. A great many of America's great fortunes have been built and supported on substandard housing.

NEW "INVESTORS"

Mrs. HOFFMAN. Unfortunately that is true in Washington also. I will say this, though, that lots of this property has now gotten into the hands of people who apparently are not old families and are not owners of estates, but who are just making a business of it. In other words, there is a newcomer in the field.

Mr. OSMERS. In other words, it is, shall we say, a new form of investment for some people rather than an inherited asset; just a straight form of investment, just as you might buy a railroad bond.

Mrs. HOFFMAN. That is right. Now, the question was raised about whether these are largely Negroes who occupy these houses. I think the point should be raised, to illustrate what the problem is. Down near the Union Station there are four rows of dwellings, very similar, and all substandard. One row is occupied by foreign whites and they pay \$12 to \$15.50 for these four and five-room houses. The Negroes have to pay \$35.50 for the same accommodation.

Mr. OSMERS. That is a situation that I believe the committee found true in Chicago, where the Negroes were limited as to the areas where they could live.

Mrs. HOFFMAN. And they are exploited in that area.

Mr. OSMERS. That is a supply-and-demand proposition. Of course, the price went sky high for the Negro, usually two or three times the rental paid by the whites.

Mrs. HOFFMAN. That is true.

Mr. OSMERS. Which, of course, forced down the rest of the Negroes' living standards, their food and their health.

Mrs. HOFFMAN. Yes. He does not have enough for food and medical care, and the taxpayer is made to provide that. And it increases your crime problem. I often have facetiously said, when I read about this pocketbook snatching, "Somebody is hunting rent money."

The CHAIRMAN. Is there anything else you wish to bring out particularly, Mrs. Hoffman?

WATER FACILITIES

Mrs. HOFFMAN. I think not. I have some photographs here that I think the committee might be interested in.

Mr. OSMERS. I see a picture here of a woman dipping water from a tub. Would that be in the District of Columbia? (This picture is reproduced on p. 4568B.)

Mrs. HOFFMAN. Yes. And that is right adjacent to the toilet, which is also a bad feature, because you are never quite sure that the water is not contaminated.

Mr. OSMERS. You are usually quite sure, because it is.

Mrs. HOFFMAN. Here is one of the alleys, with the Senate Office Building showing right over it. (See p. 4568C.)

Mr. SPARKMAN. Do you mean that this pump pumps well water?

Mrs. HOFFMAN. It is city water, but it is very close to the outdoor toilet.

Mr. SPARKMAN. It is really a tap that is turned on?

Mrs. HOFFMAN. Yes. There are wells in the city, however.

Mr. SPARKMAN. Are they in use?

Mrs. HOFFMAN. A few, in the outlying area. That is another problem of the extension of sewers.

The CHAIRMAN. So you say that there are thousands of outside toilets in Washington, some of which are sewer-connected and some are not?

Mrs. HOFFMAN. About 1,800 are not sewer-connected. We had the story the other day of a man who came to work for the Capital Transit Co. He had been a coal miner. He rented a bungalow at \$30, and it was not sewer-connected. There was a bathtub in the basement, and since the water is not sewer-connected, the basement—well, it is not full of water all the time, but there is water in it all the time. The toilet just consists of two metal barrels sunk in the ground on the outside. He pays \$30 a month for that. His wages are probably four times that, about \$125 a month. He was not eligible for Alley Dwelling Authority assistance because he had been here only 8 months.

The CHAIRMAN. Thank you, Mrs. Hoffman. Your statement will be put into the record and we appreciate your coming here very much.

The next witness is Dr. Ruhland, the Health Officer of the District of Columbia.

TESTIMONY OF DR. GEORGE C. RUHLAND, HEALTH OFFICER, DISTRICT OF COLUMBIA

The CHAIRMAN. Dr. Ruhland, did you bring with you a statement that you wanted to read, or did you want to make an oral statement?

Dr. RUHLAND. I have a prepared statement that I will leave with the committee, if you desire, and I shall be glad to amplify that or answer such questions as you may wish to ask.

The CHAIRMAN. You may file your statement and we shall ask you some questions.

(The statement filed by Dr. Ruhland is as follows:)

THE IMPACT OF MIGRATION UPON THE PUBLIC HEALTH IN THE DISTRICT OF COLUMBIA

The addition of thousands to the population of the District of Columbia obviously will leave its impress on the health problems of this community. This problem must be seen in the light of the present facilities of the health service.

to deal with these means. Here it appears that the District of Columbia never has had nor has now an adequate number of personnel nor other facilities, such as clinics, health centers, inspectors, nurses and equipment, to meet the health needs of the District of Columbia adequately as measured by the standards of the American Public Health Association.

It is estimated that 30,000 persons have come to the District of Columbia from May through December, 1940, all to find work in Federal employment. It is further estimated that Federal employees or workers on Federal projects will be coming to Washington at the rate of 100,000 a year up to December 1942, if the emergency lasts that long.

Obviously the addition of so many thousands to Washington's already large population is creating new and serious health problems. One of the immediate and properly much discussed problems created and accentuated by this influx of population is represented in the shortage of adequate housing to which we called attention in a report presented to this committee last year.

A recent survey made in one of Washington's rooming-house districts, covering 158 dwellings, found a total of 1,928 occupants for the 1,346 rooms available in these dwellings, which had been converted from single-family dwellings into the present multiple-family units. It is a well-known fact that where crowding of this type exists the incidence of sickness from communicable diseases is distinctly greater. Significantly, the most densely crowded areas are furnishing likewise the highest number of admissions to the public hospitals. It is, of course, recognized that it is not merely the overcrowding that determines the higher incidence of illness in this population group, but the general economic disadvantages of this group, which tries to meet this disadvantage by accepting inadequate housing along with other curtailments.

Among the groups coming to Washington that unquestionably expose themselves to particular health hazards are the unskilled colored workers with no prospect of employment. Another practically equally unfortunate group is represented in the unattached women, white, of middle age, unskilled and unemployed for years, who come in the hope of employment. It would be infinitely better for both these groups of persons if they remained where they are at home rather than attempt to transplant themselves into an environment of much higher living costs that quickly will exhaust what resources they may have and in the meantime subjects them to the disadvantageous housing, curtailment of food, plus the health-damaging effect of anxiety and worry over not getting a job.

HOSPITAL ADMISSIONS

In the meantime the records of the hospital permit office, through which admissions to the District public hospitals are made, show a striking increase in the number of applications, which perhaps may be significant of the effect of the recent influx in population. Against a total of 32,676 such applications for the year 1939, the number rose to 54,066 for the year 1940, an increase of 21,490.

Significant too is the increase in the number of patients at Gallinger Hospital, which shows a rise from the daily average of in-patients in 1939 of 895 to 956 in 1940, and a further increase to 1,184 for the first 3 months of 1941.

Here is evidence of an already-increasing demand for health service. It should be recognized that this problem will be accentuated by the circumstance that the military service will draw both from public health personnel as well as general professional personnel of the District. To offset in a measure these disadvantages the local Health Department—as the committee on health of the local Defense Council—has organized auxiliary health agencies representing private and professional groups and the Red Cross. While this will furnish organization around which further service can be built there also must be an extensive educational program so that the individual citizen may be better informed in the matter of personal hygiene and in that way contribute toward maintaining his health and so lessen the burden on official agency.

Quite apart, however, from what may be regarded as an emergency measure it should again be emphasized that the present health machinery recognized as fundamentally necessary to render adequate health service in a community of Washington's population is inadequate. There must be additions to the personnel in the various specialized services—such as nurses, physicians, dentists, sanitary inspectors, clerks, as well as an increase in the early diagnostic and treatment facilities—such as health centers—of which the District has but one so far.

TESTIMONY OF DR. GEORGE C. RUHLAND—Resumed

The CHAIRMAN. What does your department estimate the increase in population in Washington to have been within the last year? And what increase does it anticipate in the next year?

Dr. RUHLAND. The information that has been furnished this department from Federal sources is to the effect that between May 1940 and the end of that year some 30,000 individuals came to the District. That same authority estimates that if the present emergency continues there would possibly be added to the population 100,000 persons per year. I cannot vouch, of course, for that, but those are the statements that are furnished to us. That, of course, is in addition to the normal increase through birth.

The CHAIRMAN. Were there any epidemics in Washington in the last year, and could they be attributed in any way to the overcrowding and inadequate housing or to poor sanitary conditions?

Dr. RUHLAND. It all depends on how one defines an epidemic. Epidemics, of course, follow a certain pattern. That is, the acute outbreaks of infections among children recur in cycles. We are at the present time, for example, in a recurrent cycle of measles. Measles is on the increase. We have perhaps some 800 cases that have been reported officially, and the actual number undoubtedly is larger than that since the first of the year.

But the problems that do trouble us from a health standpoint are such old stand-bys as tuberculosis, which is notoriously high in the District. That, I am personally convinced, is definitely tied in with the housing condition.

The CHAIRMAN. Are there any plans for improvement of the existing condition?

Dr. RUHLAND. The testimony of Mrs. Hoffman, I think, has furnished your committee with what is planned officially here.

The CHAIRMAN. Does any acute situation exist out at the navy yard?

Dr. RUHLAND. I would not be able to say that. I do presume, however, that with the increase in population there, we are bound to have the usual picture of inadequate facilities.

The CHAIRMAN. What about the clinical facilities for one-third of the population—the low-income group?

Dr. RUHLAND. That is part of the entire health picture of the District, and I think it is important that we clearly recognize that the public-health service in the District never has been and is not now adequate, as measured by nationally accepted standards, as furnished by the American Public Health Association. Roughly, we might say we have perhaps half of what is considered adequate public-health service.

DISADVANTAGES OF MIGRANTS

The CHAIRMAN. What about the migrants coming to Washington, particularly from the South, the colored people? Is there any peculiar problem as to them?

Dr. RUHLAND. We are left with some rather definite impressions so far as that category is concerned. I feel definitely that the un-

skilled Negro coming to Washington definitely places himself at a disadvantage. And so also does another category of cases, and that is the unattached, middle-aged white woman, who possibly has not been employed for years and has no particular experience. She comes here in the hope and belief that she will find employment. Both of them soon find themselves at the end of their financial resources, and fall, of course, a charge upon the local community, whether they have completed their 1-year residence requirement or not.

HOSPITAL CROWDED

Mr. OSMERS. Does the District provide any relief for those that have lived here less than a year?

Dr. RUHLAND. I would rather not talk of Mr. Bondy's public-welfare service, but let me, just from the medical viewpoint, speak of what is happening. We find that emergency cases are brought to Gallinger Hospital. That is the District general hospital. Those cases are obstetrical cases, children that are acutely ill, surgical cases; and you cannot simply turn them away because they have not completed their status of residents. Of course, we treat them and ultimately try to return them to their jurisdiction; but in the meantime you have that problem on your hands.

The records are rather significant. For example, the admissions at Gallinger Hospital: There is an institution with a rated bed capacity of 958, which shows that for 1939 we had an average daily number of in-patients of 895. In the subsequent year, 1940, it rose to 940, exceeding the rated capacity, and, for the first 3 months of the present year, it is close to 1,200. That means definite overcrowding of that institution, and also it means that the staff that we have is inadequate for the case load.

Mr. OSMERS. Has there been any increase in your staff to accommodate the increase in patient load?

Dr. RUHLAND. Not yet, no. The budget is pending.

Mr. OSMERS. You mentioned before that there were two groups that were migrating here with unfortunate consequences, the unskilled Negro from the South and the middle-aged white woman.

Dr. RUHLAND. Yes.

Mr. OSMERS. Do the whites come from any particular part of the United States?

Dr. RUHLAND. I cannot tell you exactly where they come from, but it appears from such information as has been transmitted to us that there is a noticeable increase. The travel agencies report to us to that effect.

WHITE MIGRANTS SEEK EMPLOYMENT

Mr. OSMERS. In your mind, Doctor, do you know of any reason that would account for attracting that particular group? That is something new in this inquiry. We have heard of the other group as a migrant group, but not of this group.

Dr. RUHLAND. So far as the travel bureaus tell us, apparently the motivation of these persons is that they hope to find employment here.

Mr. OSMERS. If they possess no skill or particular training, what type of employment do they seek when they get here?

Dr. RUHLAND. That is the tragic part of it. There is no judgment to guide them. If they had judgment, they would never have left their home environment. I think it is a tragic mistake, very unfortunate. And if we could find some device that would get information to these groups away from here and tell them that it is much better that they remain in their home environment, where they have friends and acquaintances. I think it would be definitely to their advantage quite apart from the economic problem.

Mr. OSMERS. Would you say the United States Employment Service could be greatly enlarged to make such information more readily available to people in various parts of the country?

Dr. RUHLAND. Possibly they are attempting that. I would not be competent to answer that question.

Mr. OSMERS. They are attempting that, but apparently the effort is not large enough.

Dr. RUHLAND. Possibly so.

The CHAIRMAN. Doctor, is there any overcrowding in hospitals at the present time here?

Dr. RUHLAND. Yes; I have just referred to Gallinger Hospital, the District hospital, which is definitely overcrowded at this time, with a rated capacity of 1,341, which includes new medical building and tuberculosis building, opened in 1940. We are running close to 1,200 patients.

Mr. OSMERS. I would like to ask the doctor a question on that point. There are some twenty-odd hospitals in the District of Columbia, are there not?

Dr. RUHLAND. Yes.

Mr. OSMERS. I do not know the exact number. Is that overcrowding reflected in the other institutions or solely in Gallinger?

Dr. RUHLAND. No; the other hospitals participate in that, too. The District has a contract with at least four other institutions to take the overflow which the District cannot accommodate in Gallinger Hospital, and there, too, I understand the same picture appears.

Mr. OSMERS. I was driving at this point, whether the migration to Washington has made the hospital-bed capacity in the District inadequate—the total bed capacity, or the total permanent load.

Dr. RUHLAND. I have not the exact figures on the hospitals, but ordinarily they figure that they do not want to exceed 80 percent of their rated capacity in order to have a leeway for sudden emergencies. In our District hospitals we have already exceeded the actual capacity; it is not only that we are up to 80 percent of the capacity, but we have exceeded the actual rated capacity.

HOSPITAL FACILITIES FOR NEGROES

The CHAIRMAN. What about hospital facilities for the Negroes; are they adequate or inadequate?

Dr. RUHLAND. The Negroes, of course, have access also to Gallinger Hospital and to Glenn Dale Sanatorium, the institution for the tuberculous; and in addition thereto, there is, of course, Freedmen's Hospital, which is under Federal control and specifically now under the

United States Public Health Service. To that institution there were fortunately added 150 beds for tuberculous patients, and that helps some, but we still have an unfortunately high tuberculosis problem with the colored folk here. Among the whites, our rate is very good, better than in most cities in our population group.

Mr. OSMERS. Do you find the Negro creates a more serious health problem than the white in other diseases than tuberculosis?

Dr. RUHLAND. They unfortunately rate higher, and I think it is a reflection of their economic handicaps, the handicaps under which they have to crowd together.

VENEREAL DISEASE

Mr. OSMERS. The committee found in some of its previous investigations that the incidence of venereal disease was much higher in Negro groups. Is that true also in Washington?

Dr. RUHLAND. That is true in Washington.

Mr. OSMERS. Have you any relative figures that you might put in the record to show that? They need not be exact figures.

Dr. RUHLAND. We are doing a great many Wassermann tests for draftees and others. The ratio is about 1 to 20—for each 1 white, 20 colored.

Mr. OSMERS. Does that take into consideration the difference in the population? You have about a 2-to-1 ratio of population here, do you not?

Dr. RUHLAND. Yes, about 2 to 1. There is not quite one-third colored population in Washington.

Mr. OSMERS. I wanted to make that clear: That for 1,000 people, the incidence of venereal disease in the colored group would be 20 times that in the white.

Dr. RUHLAND. So far as this sampling of cases is concerned. I think that is a qualification that should be recognized.

The CHAIRMAN. What about tuberculosis in the District of Columbia? Is it on the increase or decrease?

Dr. RUHLAND. Fortunately we are making headway, I am very happy to state. In recent years our rate per 100,000 has dropped below 100. In 1939 it was 87.4, and in 1940 it was 89.1. The majority of those cases unfortunately fall among the Negroes who, as has been testified here, accept overcrowding and other insanitary conditions, and in that way spread infection from one member of the group to another.

Mr. OSMERS. Are those new cases per year?

Dr. RUHLAND. That is the mortality rate. That is not the case incidence. The case incidence is possibly 20 for each death, if you found them all.

MORTALITY PREVENTIVES

The CHAIRMAN. To what do you attribute that decrease in the mortality rate?

Dr. RUHLAND. Some expansion in the clinic services, increased facilities at Glendale, and also at Howard University. That brings

more cases under control, and withdraws them from the community, brings them under medical supervision so that they have a chance to get well, but most important, will not spread the infection to others with whom they come in contact.

The CHAIRMAN. You say that tuberculosis has shown a decrease. What about venereal diseases?

Dr. RUHLAND. That is still a very, very open question. As you know, the venereal-disease question has only more recently come before the public, so that the cases can be traced; and my guess is—my expectation is—that as prejudices are being removed, so that you can follow the cases up more, we will see an increase, because the incidence is much larger than we had believed it was.

Mr. OSMERS. Dr. Ruhland, the statement is made, not in public hearings but generally in private, that the Negroes and other low-income groups in the population prefer to live in these overcrowded conditions, and that they would take the finest dwellings in the world and convert them into a shambles. Have you found that to be true?

Dr. RUHLAND. I hardly think it could be said that they prefer to do that. I would doubt that. What I do believe must not be overlooked is this: That mere supplying of modern sanitary housing is not going to solve the housing problem, because, as you rightly intimate, what the occupant will do with that housing when he gets into it is also important. That calls for a little understanding and extensive educational campaign, to get the occupant to appreciate personal hygiene and cleanliness.

ALLEY DWELLING AUTHORITY

Mr. OSMERS. Have you found that the work of the Alley Dwelling Authority in Washington has raised the general health of that portion of the low-income families as related to the general group?

Dr. RUHLAND. It has undoubtedly helped some of those transplanted, but, of course, the sampling is too recent and possibly not large enough. It would be scientifically not wholly admissible to make generalized conclusions upon that experience. By and large, you may expect that it does help.

Mr. OSMERS. Your guess would be that over a period of time it will materially help?

Dr. RUHLAND. Yes.

Mr. OSMERS. It has always been my opinion that these generalized conclusions are not accurate. I think everyone enjoys better housing and better conditions, and wants to live in a sanitary way.

Dr. RUHLAND. Yes. I have seen Negro families, transferred into this new housing, who seemed very appreciative.

The CHAIRMAN. Is anything being done with reference to improving the situation regarding venereal diseases among the colored population?

Dr. RUHLAND. We have clinics, of course, and the clientele is large. In fact, we had to turn away some of the applicants because we have not the personnel nor the facilities. They just recently had an unfortunate experience in one of them, as you know. So we are handicapped that way.

The CHAIRMAN. The public has adopted a new thought about that, or has had an awakening regarding venereal diseases?

Dr. RUHLAND. That is quite true.

PUBLIC EDUCATION

The CHAIRMAN. The time was, not so long ago, when you could not mention publicly the word "syphilis." Even now some radio stations may not permit it. I noticed, however, that some time ago Chicago put on a week's campaign of education concerning syphilis. You are conversant with that?

Dr. RUHLAND. Yes, indeed.

The CHAIRMAN. When the matter is brought out publicly, you can combat it more successfully, can you not?

Dr. RUHLAND. That is unquestionably true. It will help. There is a very wholesome interest here, also. The public is quite alive to the importance of finding the cases, and what is more to the point, of getting treatment and protection against the disease.

Mr. OSMERS. Do you not feel, Doctor, that the improvement of the treatment methods will contribute largely to cleaning up that situation?

Dr. RUHLAND. It surely should help.

The CHAIRMAN. Doctor, as you know, a very large percentage of the new Government workers will have an income of less than \$1,500. Medical care will take a large portion of the income of Government workers. Do you not feel that some type of Government-sponsored medical insurance for lower-salaried Government workers would be advisable?

Dr. RUHLAND. There is, of course, the trend toward collective bargaining. This group insurance seems to have worked out well, and in certain cities group service seems also to offer certain advantages. The public service must come to the assistance of the medically indigent group; I mean that group which cannot meet the sudden emergency of a major expense induced by sickness.

Mr. OSMERS. Do they have a private hospitalization plan in the District to which you can subscribe?

Dr. RUHLAND. There is one agency which is operated with the assistance of the medical and dental profession—Health Security. While the agency ought to speak for itself, briefly it functions this way. The agency will try to mediate between the patient and the professional service and try to budget the expense, which they try to get at the best possible figure.

Mr. OSMERS. I was thinking of the plan they have in New York, a hospitalization plan, whereby you pay \$10 a year.

Dr. RUHLAND. You mean group hospitalization?

Mr. OSMERS. Group hospitalization, yes.

Dr. RUHLAND. That is also in use here.

Mr. OSMERS. Has it demonstrated its soundness here?

Dr. RUHLAND. Yes. I think it is thoroughly good and is generally admitted to be so.

The CHAIRMAN. Doctor, we thank you very much for your statement. You have made a very important contribution to our record and we appreciate your coming here.

Dr. RUHLAND. May I say, Mr. Chairman, I sincerely hope that the Federal Government will come to the assistance of the District's health needs.

The CHAIRMAN. The next witness is Mr. Hugo Wolter, secretary of the Recreation Council of Social Agencies.

TESTIMONY OF HUGO W. WOLTER, SECRETARY OF THE RECREATION COUNCIL OF SOCIAL AGENCIES, WASHINGTON, D. C.

The CHAIRMAN. Mr. Arnold will ask you some questions.

Mr. ARNOLD. Mr. Wolter, you have submitted a paper here which will be made a part of the record. Would you like to proceed by giving us the highlights of the paper and then have it placed in the record as an exhibit, or how would you like to proceed?

Mr. WOLTER. I think that would be satisfactory.

(The statement appears below:)

THE EFFECT OF THE TRANSIENT DEFENSE WORKER ON RECREATION IN THE DISTRICT OF COLUMBIA

1. AIMS AND OBJECTIVES OF RECREATION

Recreation in its broadest meaning includes all activity which is outside of the activity necessary to earn a living. The primary consideration upon which recreation is based is choice. Whatever a person chooses to do with those moments or hours when he is not directly concerned with earning a livelihood, or with other duties in connection with his living, is recreation. It is completely a matter of attitudes rather than of activity. The attitude expressed in a free choice is the real attitude toward life which an individual has.

In our democracy this attitude of the individual is of greatest importance. If it is wholesome and democratic our form of government will continue on a high plane; if the attitude is unwholesome we will suffer from internal decay.

Recreation is a vital necessity to our American way of life. It is not play, it is not "busy work." It is a balancing force in an unbalanced mode of living.

Wholesome living depends upon wholesome satisfaction in living. Every activity in which a person engages is based upon his personal attitude. The personal attitude determines the choice of activity which will give the individual the greatest comparative satisfaction. Recreation furnishes an acceptable outlet for many unwholesome mental attitudes. When these are expressed through an activity, the individual has expelled the unwholesome attitude almost as efficiently as in a catharsis. Permit me a brief illustration: Mr. Jones is a businessman. He must continually meet the public, be friendly, and take much abuse. It is quite natural that he cannot express his emotions as he would like to. His activity in his business is definitely hemmed in by good business policy, but he longs to express his annoyance and aggression. When his day is over he does just that at home, with his wife and children or he indulges in a wholesome outlet such as golf or tennis where he may literally and figuratively "smash" the ball. He substitutes "smashing" the ball for "smashing" the customer and all is well.

The emotions find outlets in recreation. Whether these outlets are wholesome and socially acceptable depends upon the facilities available. Where the emotions are not given a chance for wholesome expression we find people living a life of fantasy, of crime, or of reversion to childhood.

Our emotions require two things of every one of us: First, a feeling of security within the self, that is, self-confidence, self-assurance, independence, and almost self-sufficiency; and second, a feeling of security within a group, that is, belonging to a group, being needed and contributing something to the group.

Whenever and wherever these two requirements are violated, problems of a personal and social nature arise. Whatever applies to an individual applies to the group to which he belongs. The application continues from a small unit

to the very largest. This becomes apparent as we recall the minority groups in our own and in foreign countries.

Perfection in democracy demands that the individual possess the following:

1. Tolerance of differences of opinion.
2. Willingness to work with majority.
3. Intelligence overruling emotion.

(a) Use of scientific materials.

(b) Understanding of human reactions.

4. Willingness to take initiative and to accept responsibility as well as to work in a subordinate capacity.

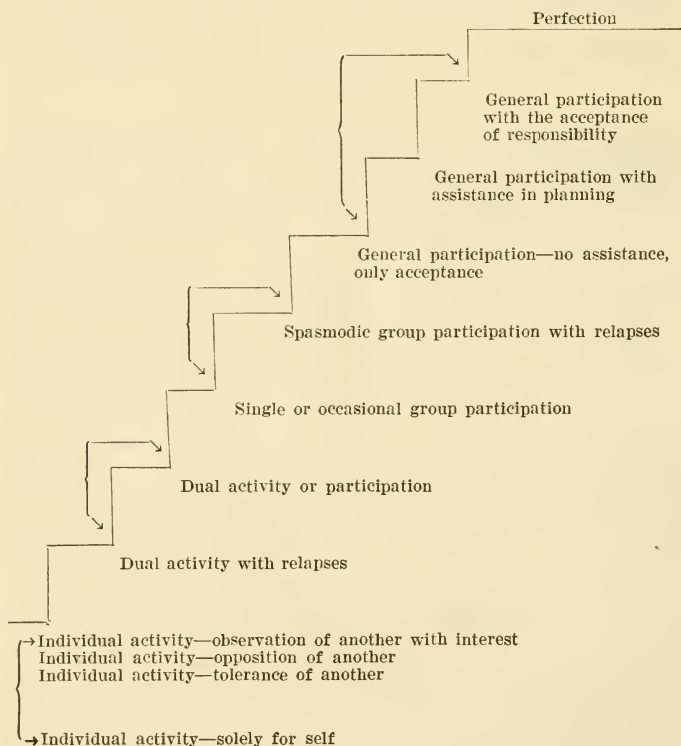
5. Desire to get results for the general common good rather than for the self.

The very opposite of these qualities such as those listed below, make democracy impossible:

1. Definite psychotic and neurotic behavior in which everything is submerged within or subordinate to self.

2. Insistence on remaining alone and a refusal to work with or for anyone.

Between these two conditions there are various steps which can be diagrammed as follows:



It is the aim and purpose of the recreation movement to build each individual into an effective citizen of our democracy. In order to accomplish this purpose, we must now consider the clientele (in this case, the transient defense worker), the leadership and the physical facilities which the District of Columbia has to offer both in respect to the situation and demand last year (April 1940) and now (March 1941).

Facilities	April 1940	March 1941
Barney Neighborhood House.....	Used to capacity of staff and buildings (have developed a service men's club with weekly attendance of 250. Open three nights per week).	Used to capacity.
Chirst Child Society.....	Used to capacity of staff.....	
Friendship House.....	Used to capacity of staff.....	
Jaunita K. Nye Council House.....	Used to capacity of staff and buildings.....	
Georgetown Children's House.....	Used to capacity of staff and building. (Primarily a program for children).	
Hampshire House.....	New.....	Used to capacity.
Northwest House (colored).....	Used to capacity of staff and building.....	
Southwest House (colored).....	Used to capacity of staff and building.....	
Southeast House (colored).....	Used to capacity of staff.....	
Temple Center.....	Used to capacity of staff.....	
Opportunity House.....	Used to capacity of staff.....	
Washington Boys' Club.....	(Boy's program) used to capacity of staff.....	
Merrick Boys' Club.....	Used to capacity of staff and building.....	
Metropolitan Police Boys' Club.....	(Boy's program) used to capacity.....	
Young Men's Christian Association (white).....	Swamped by demands made upon it.....	
Young Women's Christian Association (white).....	Huge program. Filled and operated to capacity.....	
12th Street Young Men's Christian Association (colored).....	Used to capacity of staff.....	
Phyllis Wheatley (Young Women's Christian Association (colored).....	Used to capacity of staff.....	
Jewish Community Center.....	Increase in adult attendance since April 1940. Used to capacity of staff.	
Communiuty Center and Playground Department.....	A totally inadequate budget has limited the program so that centers are open only 1 or 2 nights per week. All programs are handicapped so that the effect of the transients could not be felt at the centers.	

The capacity usage of commercial amusements, record attendances at sports events and continual demands for more space points to the presence of a huge increase in population.

A contest sponsored by the Federal Employees' Council and a survey made by the same group stressed the need for more space for outdoor activities and more indoor facilities.

To a large extent, public buildings and memorials are closed when the problems are greatest—Sundays and holidays.

Leadership.—Since more money for trained leadership has not been available, the problem presented by the transient has not been met nor considered in most programs.

Clientele.—Civil-service statistics tell us of a huge increase in employment in Washington (35,000). Accurate figures as to the number of newcomers to the city are not available. The crowding of rooming houses and the inability to get rooms in various areas of the city prove that a large number of defense workers have come from outside of Washington. Their loneliness and inability to find things to do leads them to the little taverns and joints which are overcrowded. The soldiers, sailors, and marines have a club at Eleventh and L Streets NW., which gives a few an opportunity for wholesome recreation. There is no place for the girls, who so badly need a recreational program.

A particular problem is presented by the colored people for whom adequate provision has not been made in normal times and whose number has been augmented by people who came here seeking work. The night clubs are filled to overflowing. Housing is an acute problem. This increases the need for recreational facilities and programs.

The housing of defense workers places them in a very difficult and unsatisfactory position. When they have no place to go and nothing to do but to remain

in their rooms they become dissatisfied and resentful. They place themselves, through no fault of their own, toward the bottom of the scale of good democratic behavior. The loneliness and dissatisfaction expressed by them is evidence that this is happening. (Cf. Federal Employment Council Study.)

The withdrawal of the Work Projects Administration workers and Civilian Conservation Corps boys has likewise brought about a curtailment of recreational facilities. In the Chopowamsic area, all but 12 men have been withdrawn when at least 30 able-bodied men are needed to operate the program, not to mention the number needed to put the area in condition. The same situation applies to the playgrounds in the District. The withdrawal of workers leaves several large areas undeveloped.

The influx of people into Washington during the past year has intensified the problem which we already knew existed. The shortage of funds to develop areas and leadership has and is bringing about problems and dissatisfaction among a large number of defense workers. This dissatisfaction does not make for good work nor for good citizenship. It forces an individual into a position in which personal problems are magnified and in which constructive thought and work for our city and nation is quietly sabotaged.

The District of Columbia Council of Defense, through its recreation communities, is trying to solve these problems. It is again held up by an absolute lack of funds. We are almost at a loss as to the method we can use to provide adequate and wholesome recreation for the general populace, for the 35,000 new people in Government employ, the thousands of new people brought here by local business, and the 50,000 troops stationed near Washington who will come to our city on leave.

TESTIMONY OF HUGO W. WOLTER—Resumed

Mr. ARNOLD. I think you should give your name and occupation, and title.

Mr. WOLTER. Hugo W. Wolter, secretary of the Recreation Council of Social Agencies; also representing the recreation services of the Welfare and Consumer Interests Committee of the District of Columbia Council of Defense.

All of the things that Dr. Ballou has stated concerning the shifts of population of the schools, and the things that Mrs. Hoffman has stated concerning the increases in population, and also the statements of Dr. Ruhland, apply to the recreation program.

The program which the District of Columbia is enabled to have is very ineffective at the present time. It does not begin to meet the needs.

As shown in the statement that I have made here, private agencies are being used to capacity. The buildings are small, in most cases, and the staff is overworked. They are expected to do a great deal more than they can do, and as far as the public agencies are concerned the Community Center and Playground Department—they are handicapped by a very inadequate budget, with insufficient money to pay really trained personnel. At the present time the area directors receive \$1,500.

The problem magnifies itself because the demand for recreation workers at the present time is so tremendous from the Army and the Navy and the Air Corps and from the Federal Security Administration. There is need for more personnel in the supervision of areas around the camps and cantonments, in the National Park Service plan, and in the communities which will have to enlarge their programs to meet the needs of the service men.

In the field of recreation we try to offset any unpleasant and unwholesome aspects of life in the community, and also provide the individual with an outlet for the emotional stresses and strains which are brought about by his job or by home conditions.

This type of approach to recreation is somewhat new. It is not just play, and it is not just something to fill in time, but it is an actual attempt to balance living, and to create satisfactions in the individual so that he can do his work more satisfactorily, that he can maintain his morale, and that he can live as a wholesome human being.

In the problems that we see in the District, we have this large number of employees who have come in. We have had figures on that, varying from 35,000 and up. Now, from the fact that we have not been able to take care of our original and normal population, we have made very little dent on the people who are now coming in.

LONELINESS A PROBLEM

A survey made by the Federal Employees Council through the chairmanship of Archie Edward, of the Civil Service Commission, shows that the biggest problem in the District among the workers themselves—the defense workers—is loneliness; a lack of opportunity to associate with other people on the basis on which they associated with people at home. That is a social problem.

Together with that, we have the influx of the Army service personnel—soldiers, sailors, and marines, who come in here to spend week ends. Last week end, all of the lodging facilities were filled. When I say “all,” that is not a large figure. That means the Soldiers, Sailors, and Marines Club, where we have facilities for approximately 100 men. We expect from the camps and cantonments around here to have about 10,000 men who will remain over the week end. We do not have facilities for them. We do not have game rooms for them and we do not have a social program for them. Through the Defense Council we are trying to provide that, but there again we meet the same situation—that we do not have money.

We have been operating and setting up our committees completely on a voluntary basis so far. The situation in regard to the colored people is even worse than that in regard to the white. Their housing, as we have heard, is very inadequate, thus bringing up the problem of leisure time, both among the children and the young adults. This is greatly increased by the number of colored service men who are coming into the District and who will be coming in, and for whom we are trying to prepare.

At the present time, what we are going to do with them or what sort of plans we are going to set up we do not know until we have some idea of what money we have available, or will have available.

The colored section of the Community Center and Playground Department is at the present time functioning more adequately than the white. That is due to the fact that trained personnel is more available. White personnel is being snatched up, whereas colored personnel does not have any other placement.

The increase in commercial amusements throughout the city has shown us that the people are going to places we would rather not have them go; the little beer joints are overcrowded. There is not any other place for them to go, nothing else for them to do. Our movies are overcrowded, all are filled. The only place that seems to have a surplus of room at the present time is the Ice Arena.

There is not a single bowling alley in the District of Columbia for colored people. The loneliness and dissatisfaction which is expressed by so many of them, by all of them, as we contact them through the city, is simply astounding.

The problem rolls up and rolls up, until we just do not know whether to go to the Federal Government or to someone who will give us some money to help us carry on the program.

CAMP PROGRAM FOR CHILDREN

In addition, there is the factor of the camp program, which we have tried to carry out for the District, for the underprivileged children. Through various agencies in the city we have developed a camp down in the Chopowamsic area. The work there has been done by W. P. A. workers under the direction of the National Park Service. Recently, however, all of the men have been taken from those projects, so that the necessary work to put these camps in condition has not been done.

The development of swimming facilities has not been carried out according to schedule. The development of water supply for one of the camps, the development of the picnic areas, has not been carried out because the W. P. A. workers have been taken from that job and placed into Camp Belvoir to build the buildings there.

They have at the present time 12 men on this particular project. One is almost blind, one's feet have been cut off or frozen off, and 2 are men with but 1 arm, which gives them 8 elderly men to carry on a project covering from 13,000 to 17,000 acres (depending on how you figure), including the 5 camps, with an average of from 35 to 40 buildings in each camp, all of which have been put in repair. One dam is to be built for swimming facilities, a picnic area has to be built, and a few buildings.

It is impossible to expect the C. C. C. boys to do that, who have been on that project and have also been working at Quantico and Belvoir. There are only 50 at the present time, and they are planning and building a system of roads.

PLAYGROUNDS IN DISTRICT

The development of facilities applies also to the District, where the W. P. A. force and the C. C. C. boys have been taken off from the leveling and building up of the playgrounds.

The appropriation for the equipment and maintenance of these grounds this year was \$25,000, which is to cover 150 different playgrounds. That appropriation is entirely inadequate.

That, gentlemen, is the situation.

Mr. ARNOLD. Of course, since you have not been able to make provision for the normal residents of the city, there is nothing being done to take care of the 35,000 additional people who are already here and the 100,000 expected?

Mr. WOLTER. There is nothing that has actually been done. There are plans being considered by the Federal Employees' Council to develop some sort of recreation center for Federal employees, and we have asked for the development of service clubs for the service men. But there again we have absolutely no funds at the present time.

Mr. ARNOLD. Of course, the W. P. A. workers are being taken to nearby camps when, in fact, Washington has a need for having facilities developed as much as these camps.

Is anything being done by the authorities to have these workers returned and put on these District projects?

Mr. WOLTER. Not at the present time. The Community Center and Playgrounds Department have submitted a deficiency appropriation request running between two and one-half million dollars for the present program, and the Park and Planning Commission has plans for which most of the property is purchased, to put that into operation.

Mr. ARNOLD. You mentioned soldiers and sailors coming here over the week end in added numbers, and said that buildings and memorials are closed on Sundays and holidays.

Do you think if they were to remain open that would relieve the situation somewhat?

Mr. WOLTER. To a certain extent it would. Many of the Government workers and service men have no opportunity to come in at any other time. We have had innumerable requests asking why they cannot see these buildings. But they are closed on Sundays and holidays.

For a time that would relieve the situation, but that is just a temporary thing until all have seen these.

The CHAIRMAN. We thank you very much for your statement.

Mr. FATH. Mr. Chairman, I would like to submit for the record a statement by the National Travelers Aid Association. Miss de la Pole is here this morning, and we would like very much to have her appear.

The CHAIRMAN. Without objection, the statement referred to will be inserted in the record.

(The statement above referred to is as follows:)

STATEMENT OF DOROTHY B. DE LA POLE, STAFF ASSOCIATE,
NATIONAL TRAVELERS AID ASSOCIATION

PROBLEMS PRESENTED BY INTERSTATE MIGRATION TO CENTERS OF DEFENSE
EXPANSION

The movement of people seeking employment in centers of defense expansion is equally important in a total defense program with the movement of men into training camps. In the present defense program this movement has and will continue to affect a much larger number of persons than those who will at any one time be in process of induction or of training in the armed forces.

The necessarily elaborate procedure for the selection, examination, induction, transportation, training, and care of men in the armed forces and the continued responsibility assumed by the Army and Navy for physical care and morale services within the military reservations need only to be supplemented by services in communities and by assistance in individual circumstances.

Little or no such planning is in operation for the potential civilian employee whose services need to be used in a community other than the one in which he is living. Only to a very limited extent is he selected before he leaves home for assured employment elsewhere and he must get himself to the place where the job is and make his own arrangements for actually securing the job, which may entail physical examination and the supplying of certain documents (such as birth certificate, naturalization papers). He must find his own place to live and support himself until his first pay check. He must meet alone the personal emergencies and unexpected problems which may arise in the course of his journey or while he is becoming established in the new community. No morale department has a responsibility for his welfare and while he, from the standpoint of the national effort as a whole, is an important cog in the booming defense machinery, he is, from the standpoint of the new community, a stranger and a nonresident, cut off by settlement legislation and by policy from most of the social and community services for which other members of the community are eligible.

If he is employed in the rush construction of a defense factory or a military camp it may be necessary for him to repeat this process of unassisted job seeking, of installing himself and his family in a new community and of discovering the community resources that may be available to him.

The development of centers of defense expansion, while logical from the standpoint of the program as a whole, puts pressures on the facilities of certain communities, and these pressures are in turn passed on to the newcomers who arrive in numbers after all available housing at a given price range has been exhausted, after schools are crowded.

RIISING CASE LOAD

The Travelers Aid Society in a defense area is in many instances the first agency with which these people make contact when they need direction, advice, relief, or other assistance. Current reports from a number of travelers aid societies in defense areas afford some picture as to the impact on people of the situation just described. These cities are experiencing a rising case load and a marked increase in requests for information, direction, and referral services.

In addition to the increase in the number of applications for assistance there are marked changes in the type of problem coming to these societies. These changes seem to be related to the fact that people are moving because they are pulled toward a place where jobs actually are to be found, as contrasted with an earlier situation in which lack of employment at home pushed people out in the hope of finding employment, which hope was in many cases unjustified.

The training programs for defense industries under the National Youth Administration, under education departments, conducted by private aircraft industries and so on, likewise offer a direct stepping stone to job placement. The increase in population and the greatly enlarged pay rolls in defense areas by stimulating the general commercial activity of the community likewise open up opportunities for employment for some of those who may not qualify for employment in industries related to defense. There are more jobs for waiters, clerks, and so on.

For a considerable proportion of the persons now being employed this may represent the first job after a prolonged period of unemployment, and therefore, while the job may be an ultimate solution, they may be faced with the very practical problem of providing for their housing, food, tools, and incidental expenses until the first pay check is received. The general practice of withholding 5 days' pay usually places the first pay check at about 2 weeks after beginning work. The needs of the family as well as of our defense effort itself call for some readily available resources for advance of necessary living expenses for this interim, with a spaced plan for reimbursement.

The current experience of several cities is illustrative.

San Diego.—The defense program has made San Diego an industrial city within the past few months. Not only has the character of the city changed, but its

population has been and is continuing to increase at so rapid a rate as to strain all facilities—housing, utilities, traffic regulation. The following selected figures on San Diego's population tell the story.

Year	San Diego City	San Diego County
1930.....	147,995	209,659
April 1940 census.....	203,341	289,473
February 1941 estimate.....	250,000	350,000

Much of the increase in county population is due to the necessity for looking outside the city for housing accommodations, since housing in the city has for some time been exhausted and therefore the community now must be regarded as one of 350,000 with expansion continuing.

In 1939 it is estimated there were 8,000 workers in manufacturing industries, with a pay roll of \$4,000,000; in 1940 there were 24,500 workers with a pay roll of \$44,500,000. Employment figures are changing so rapidly now as to be impossible to quote, actually, but the Consolidated Aircraft alone will have, by July 1, 1941, 41,000 employees, and this is only one of four aircraft manufacturing plants, which are, of course, supplemented by numerous plants manufacturing parts.

Eighty percent of the aircraft employees in San Diego in March 1941 were from outside the city, and 60 percent of the employees in these plants were married. The Travelers Aid in San Diego is in process of reorganization to deal with its present problem in that city. Up to this time it has been unable to expand its services to keep pace with appeals for assistance so that comparative figures for recent months do not indicate the total increase in the problems met by strangers coming to San Diego. But they illustrate trends.

The county welfare department in San Diego County accepts only those non-resident cases which will agree to return to place of legal settlement if that can be verified. The Travelers Aid Society cooperates with the county welfare department in providing travel service for these cases when plans are completed for their return to place of settlement. In 1939 the San Diego Travelers Aid cooperated in this way on 444 such cases. In 1940 this number was cut exactly in half; it comprised 222 cases. Figures which represent the first months of 1941 are not available but they would unquestionably show a greater rate of decrease. This means that people who come to San Diego now do not find it necessary to return to place of settlement because they find employment.

INQUIRIES INCREASE

In spite of the drop of 222 cases, the San Diego Travelers Aid reported in 1940 a slightly larger number of cases served than were served in 1939. A study of cases which applied during 1940 but were rejected indicates that this figure would have increased greatly if the society had had sufficient staff and relief resources to enable them to accept all cases which were the society's legitimate responsibility. The requests for information, direction, and referral services likewise increased in 1940 by approximately 20 percent. Here again the society was meeting only part of its accepted responsibility. Comparing the two 6-month periods, September 1939 to February 1940 and September 1940 to February 1941, Travelers Aid assisted three times as many persons in finding lodgings in the second period as in the first and reports increases of 25 to 50 percent in the number of persons who were temporarily without funds, who were in need of employment.

It is practically impossible to find an inexpensive or free overnight lodging in San Diego at this time. By a local ordinance a man walking the street at night is subject to arrest for vagrancy, and this is enforced. For example:

"A widower with a 7-year-old daughter hitchhiked to San Diego from Texas, and after placing his daughter in San Diego temporarily with the last motorist who gave them a lift on the road secured employment immediately in an aircraft factory. He was without money, and after his day's work, since he was unprovided with lodging for the night, was arrested for walking the street and spent the night in jail as a vagrant.

"A man, wife, and four small children were found living in their open car in a back yard with no cooking facilities, which necessitated their living on sand-

wiches and other cold food. They used the toilet at a nearby gasoline service station. The torrential rains which southern California has been experiencing these recent weeks made their lack of shelter particularly serious. The man was waiting promised employment in one of the defense industries. The family would be ineligible for public relief unless they would agree to return to place of legal settlement and the Travelers Aid at that time was not provided with the necessary emergency relief funds to tide them over until employment. The situation came to the attention of the juvenile probation department, which filed a petition on behalf of the children and placed them in an institution for temporary care.

"Family of man, wife, and three small children, with man just newly employed in a defense job, were evicted from their furnished room at the time of the woman's confinement with her fourth child. There was no recourse in San Diego for the payment of rent or for guaranteeing such payment until the man's wage was paid. In this instance also the probation office filed a petition on behalf of the children in order to provide temporary emergency care for them."

Los Angeles.—The Travelers Aid Society in Los Angeles reports an increase of 10 percent in January, February, and March in their intake. The following is quoted from a recent report from that society:

"Many single men and women and families make application for assistance pending acceptance by the armed forces, acceptance by aircraft schools, the aircraft industry, for all types of defense employment in Los Angeles County. None of these transient men and women and families is eligible to relief in Los Angeles County unless they agree to return to their legal residence. Many are unwilling to agree until it has been determined whether they are eligible for employment or military service.

"Four young men have in the last 6 weeks made application for temporary care in food and lodging, \$1 to open a bank account, and in two instances clothing, in preparation for accepting a contract at Midway Island on a national-defense project, the money loaned for assistance, etc., to be repaid out of the first full pay check to be received 60 days from the date of loan. * * *

AIRCRAFT "SCHOOL" VICTIMS

"Man, 25, came to California to an aircraft school, had deposited \$100; left school because he found it was not acceptable to an aircraft company upon graduation and could secure only \$25 of initial payment.

"Three other boys deposited \$25 for training in aircraft schools and found the schools were not only not acceptable to the aircraft industry but they could not get their \$25 back again.

"A man, 34, came to Los Angeles to get into the aircraft industry, was taken ill suddenly, taken to General Hospital, where he was operated on for peptic ulcers. Needed temporary care until he could determine whether he could secure employment before returning home.

"A couple and two children and man's father came to secure employment in the aircraft industry, had good prospect of employment, needed temporary aid in food and lodging for a few days before placement. Man secured the job and repaid Travelers Aid Society for assistance given."

Washington, D. C.—Attached to this statement are two charts prepared by the Travelers Aid Society of Washington, and showing the increase in their case load and in their information, direction, and referral services for the periods June 1939 through February 1940 and June 1940 to February 1941. (See pp. 4590, 4591.) It will be noted that the number of cases under care shows a marked increase for every month in the latter period. With the exception of the month of June, information, direction, and referral services have shown a great increase in each month of the second period as compared with the first. The following is quoted from a recent report from the Washington society:

"Some of the characteristics of the general case load have remained the same. We have noticed approximately four-fifths of the group have been white people. That has been true in the agency for about 6 years.

"There has been a definite change, I think. It is probably entirely too early to draw any very valid conclusions, but we are noticing a change in the trend as far as applications are concerned. Within the last 3 months we have had many less men, not only unattached men applying for service, but heads of families seeking employment, and those that do come to us now with that request—employment—there has been some problem, either some emotional

problem or some physical or mental disability, which would indicate that they really are not employable people or that they have a great deal of difficulty securing work.

"Likewise we have noticed an increase in the number of girls and women coming, not only proportionately, but in actual numbers. Particularly I think that is true of the group of middle-aged women, and there is an increasing number of these seeking employment—many who have previously been unemployed, supported by children, on Work Projects Administration or direct relief. We are beginning within the last month to have quite a few of the proverbial camp followers. Fort Meade is just being completed and the first groups of selectees are now there, although the total capacity is by no means filled. Already there is a definite indication that they may become quite a problem for the agency."

Chicago.—The Chicago Travelers Aid Society reports an increase of approximately 17 percent in information, direction, and referral services, but has not yet noticed a marked increase in the number of social problem cases. They have had in the past several months some 75 cases representing social and complicated travel problems which are related directly to the defense program. Excerpts from some of these cases follow:

"Mr. M, a 48-year-old man who had left his home in Pittsburgh to seek work in a new powder plant in Charlestown, Ind., was on his way back home, having been unsuccessful in his attempt to find employment. He was working his way back home by washing dishes in various towns. Given help by Travelers Aid Society.

"Mr. O had been in Joliet, looking for work at the new plant for the defense program. He had been told there that he might get work a little later, but since he was running out of money, he had come on to Chicago and was sending home for some money to tide him over. He was given overnight lodging, pending the arrival of the money."

Memphis.—The Memphis Travelers Aid Society reports that because of the possibility of securing employment, constructive results can be obtained in a shorter period of time than was formerly the case. An important change in the nature of the case-load in Memphis has been the drop in the number of sharecroppers at the present time as compared with the usual rise in this group for this same season in previous years. The opinion of the Du Pont powder plant at Millington, Tenn., gave preference in employment to local labor and advertised this fact widely in newspapers.

The problem presented by the change-over in industrial plants for defense purposes is illustrated by the report from Memphis that the Fisher Body plant in Memphis, which was a wood-working plant, is now to be a plant to make metal parts for airplanes and will require a complete change in factory personnel, since the skills of the present group cannot be utilized.

The Memphis social agencies were concerned when the construction of the Du Pont powder plant at Millington neared completion because they anticipated that the large number of emergency workers, mostly carpenters and many of them nonresident, would be unemployed and in Memphis. However, fortunately, most of the men were transferred from this completed job to a construction project near Louisville which was at that time just beginning.

CONCLUSION

The greater availability of employment and the increased ability of families and relatives (because they themselves are employed) to assist persons temporarily in need of relief, is making possible a greater flexibility on the part of the Travelers Aid Society in planning with people in accordance with the possibilities of each situation, rather than working within the rigid requirements of verification of settlement and authorization for return to settlement. This circumstance has already been mentioned in the San Diego discussion, as revealed by the decrease in the number of persons being returned to their legal settlement by the San Diego County Department of Public Welfare. The Houston society furnishes this case illustration:

"An Ohio couple came to Houston where the man hoped to secure employment in industry, but this did not materialize. The wife was nearing the time of confinement. The husband took and passed a civil-service examination for tool maker and received an appointment in Virginia, with orders to report within a few days.

"The Travelers Aid Society, which was providing living expenses for the family in Houston, verified the employment in Virginia, advanced money for the purchase of necessary tools, provided transportation for the man to his place of

employment, and advanced money for living expenses until his first pay day. The wife remained in Houston until after the birth of the baby and by the time the child was 2 weeks old the husband had established a place for them, and the mother and child were sent to him. He has had one promotion in his work and is repaying in installments the \$85 which the Travelers Aid Society of Houston expended for them.

"It should be noted that no steps were taken to verify settlement in Ohio, nor was it considered necessary to urge the family's return to Ohio merely on the basis of a verified settlement there."

The swelling of the ranks of migrant agricultural workers by persons with other job skills who were unable to find employment in their usual line of work can now be seen as these people again are finding jobs in their former trade or occupations. Such a case is reported by the Springfield, Mass., Travelers Aid Society:

"Mr. N. had been working as a migratory agricultural worker on the Pacific coast, his wife and four children working with him. He had been an experienced gunstock finisher, and learning of the possibility of employment in the United States Armory in Springfield, Mass., left his family in Oregon and came to Springfield, where he applied for employment.

"He was unable to pass the physical examination on the first attempt because of a severe cold which he had contracted on the trip across country, and therefore applied to the Travelers Aid Society. The Travelers Aid Society provided housing and meals until he recovered sufficiently to pass the physical examination and start work. Travelers Aid continued to provide housing until he received his pay, and helped him with his glasses which had been broken en route and which were necessary in his work. As soon as possible, Mr. N. brought his family to Springfield and established them there."

FIGURE 1.—Number of cases under care of Travelers Aid Society of Washington, D. C.

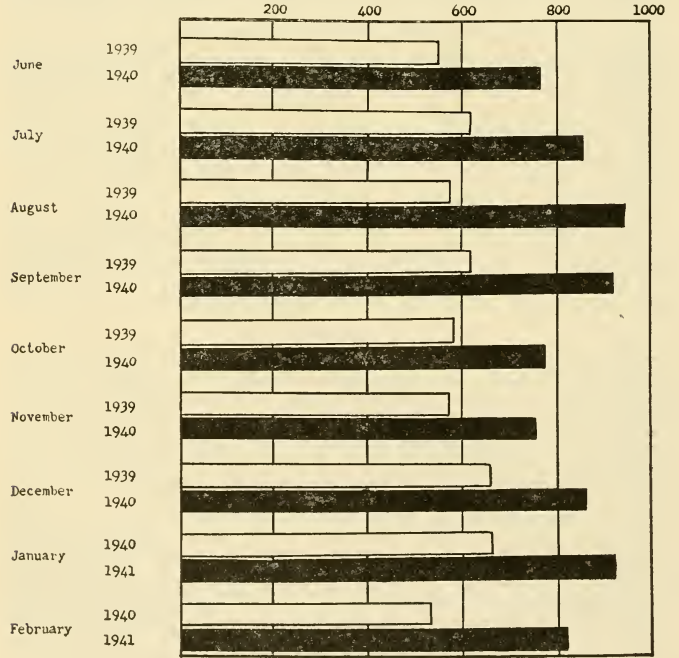
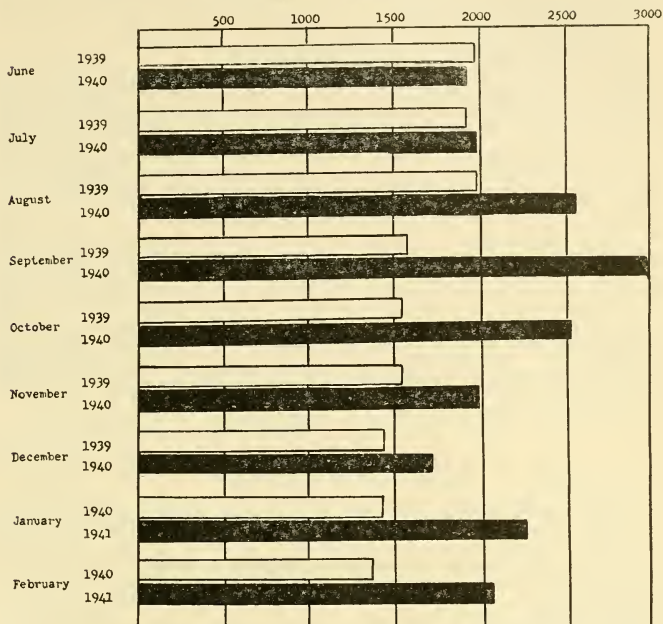


FIGURE 2.—Number of information, direction, and referral services by Travelers Aid Society of Washington, D. C.

*Care and services of Travelers Aid Society of Washington, D. C.*

	Number of cases under care ¹		Number of information, direction, and referral services. ²	
	1939	1940	1939	1940
June.....	584	736	1,987	1,882
July.....	654	854	1,899	1,998
August.....	579	938	1,934	2,537
September.....	620	922	1,663	2,858
October.....	589	768	1,723	2,503
November.....	577	763	1,529	1,914
December.....	630	869	1,423	1,769
	1940	1941	1940	1941
January.....	667	909	1,425	2,222
February.....	544	810	1,395	2,037

¹ See Fig. 1.² See Fig. 2.

NATIONAL TRAVELERS AID ASSOCIATION,
New York, N. Y., March 25, 1941.

The Honorable JOHN H. TOLAN,
*Chairman, Special Committee Investigating the
Interstate Migration of Destitute Citizens,
House of Representatives, Washington, D. C.*

MY DEAR CONGRESSMAN TOLAN: In accordance with the request in your letter of March 11, I am glad to submit this statement on Travelers Aid experience with the present problem of the migration of skilled and unskilled workers to centers of defense expansion. We are presenting the experience of Travelers Aid societies in certain selected centers with figures insofar as they are available at this time. It has not been practical within the limitations of time to collect comparative material from our entire Travelers Aid field on this subject. We believe, however, that in the enclosed statement are illustrated the current trends and special problems which the situation has revealed so far.

We have just completed a meeting of the executive council of the National Travelers Aid Association. This is an advisory group of Travelers Aid executives from 15 cities who, supplemented by additional representatives from Travelers Aid in certain defense areas, met with us for 3 days last week in New York City to discuss the implications of present trends to future program. On Sunday afternoon there was a full discussion of the work of your committee and out of this discussion were formulated two recommendations which the executive council wished to have placed before your committee for its consideration in drafting your recommendations. I am attaching the two statements, one of which relates to the provision of public relief and the other to settlement legislation.

Sincerely yours,

BERTHA MCCALL, *General Director.*

RECOMMENDATIONS OF THE EXECUTIVES' COUNCIL OF THE NATIONAL TRAVELERS AID ASSOCIATION, MARCH 23, 1941

1. That a fourth category be added to the social security program which would make general relief available to everyone on the basis of need.
2. That all settlement laws be abolished; if abolition is not a possibility, that steps be taken to attain in all States a uniform settlement law of 1 year to gain residence, with the provision that residence is not lost in one State until gained in another.

The CHAIRMAN. Miss de la Pole, the committee will be very glad to have your testimony at this time.

Will you give the reporter your full name and your position?

TESTIMONY OF MISS DOROTHY B. DE LA POLE, STAFF ASSOCIATE,
NATIONAL TRAVELERS AID ASSOCIATION, NEW YORK CITY,
N. Y.

MISS DE LA POLE. Mr. Chairman, my name is Dorothy B. de la Pole; I am a staff associate of the National Travelers Aid Association, New York.

The CHAIRMAN. You live where?

MISS DE LA POLE. In New York. I have just come back from a 6-week trip down the Pacific coast, looking over the defense projects.

The CHAIRMAN. You testified before the committee in Chicago?

MISS DE LA POLE. Yes; in Chicago.

The CHAIRMAN. I think you brought us to June 1940, in that testimony?

MISS DE LA POLE. Yes; primarily in regard to the settlement laws.

The CHAIRMAN. I understand you have an additional statement to make this morning.

MISS DE LA POLE. I have a brief statement I am submitting, and there are three points I would like to emphasize very briefly. This may have been discussed in this series of hearings, but I would like to make one additional comment in regard to the elaborate procedure and machinery which has been set up in connection with the housing of men going into the uniformed services in the defense program, and showing the lack of any such planning or provision for the people who are in much larger numbers going into defense industries, many of whom have to move into areas of concentrated population. We can each of us, I think, fill in that picture for ourselves.

It is true that except in very minor points a person who believes he may have a skill which can be employed across the country finds his own way to accomplish that by trial and error, and there is no provision for any transportation or service or advice or even maintenance until the first pay check. All of that is covered by our plan for men inducted into the service. The second point I wanted to give some emphasis to is the fact that last August, when I testified before the committee, we then gave considerable attention to the situation of the settlement law and we do not want to go into the history of that again now, because that is having the attention of this committee.

I think one of the most dramatic things that has happened since last August occurred as I traveled in the last 6 weeks.

THE CHAIRMAN. Where did you go?

MISS DE LA POLE. From Seattle to San Diego. I visited some of the cities and some of the smaller defense areas, and I found big defense problems in small communities.

DIVERSITY OF EMPLOYMENT OPPORTUNITIES

Now we find a condition which was not true even in last August, that there are resources and possibilities for helping people who are in trouble away from home. Many people are now getting jobs. They are being pulled toward really obtainable jobs.

Many of them, if they cannot get employment immediately, will try again, with certain tiding-over services and certain advice and support in the new community.

Then there are other resources such as special training plans for young people that are being taken into industry, and training courses in some private aircraft industries that make it possible to do things for people on the basis of what they need, without necessarily much regard to the artificial consideration of legal settlement.

There was the case of a man in Ohio who heard of a job in Houston. He went there and paid his way there. There was no job in Houston.

The man passed a civil-service examination, and there was a job in Virginia. They told him to report immediately. The Travelers Aid Society in Houston did not do what they would have had to do about a year ago—that is, verify the situation in Ohio and get authority to send him back. They were able to get him to Virginia in time to accept the job and take care of his family until he was able to provide for them. One year ago they would not have done that; that was unheard of.

That is the sort of practical thing you can do now, if you have provision to help people quickly, maybe on a reimbursement basis, to tide people over quickly until they get jobs and come to be self-supporting.

The CHAIRMAN. Is that caused by ability to get jobs now?

MISS DE LA POLE. Definitely. Last August many of the people who testified were people who had been pushed out from what they thought was a hopeless situation. Now we are seeing people being pulled toward a legitimate objective.

The third thing I wanted to say this morning is that in spite of what I have been saying, the immediate situation is improved when it is possible now to do practical, sensible things for people and help them to independence. The great increase in the movement of people right now because of the defense program makes the needs in a community just as urgent, if the person needs help, as they were before; and that makes us look ahead to the time when the defense program comes to an end, when we will have this tremendous movement of people who will be stranded if we do not do something about the settlement laws.

When the emergency is over there will be a great many people away from their place of settlement, or without settlement, and we had better do something about settlement, or we will have a great problem on our hands, greater than it was last August.

CASE LOAD UP IN DEFENSE CENTERS

The CHAIRMAN. What about your case load now? Is it as great now as when you testified last August?

MISS DE LA POLE. In areas of defense concentration the case load is going up. Los Angeles reports a 10-percent increase in its problem case load and a larger increase in its general informational and directional services.

It is a little too soon for us to have figures that we would be justified in submitting. It is difficult to separate the increase in services due to defense from our general normal load. There is a change in the content of our case load.

By that I mean that the groups and people coming to us that we help, and their problems, are somewhat different. So, although we might be reporting the same number of cases now as last July, the type of the service might be quite different. That varies.

We have just had a meeting in New York of the 17 executives of our societies, asking them to bring in any information they have on this point. There was a great variety in the reports.

Areas of defense concentration report a great increase in the number of young boys and young men, whereas other cities report a great decrease.

The Washington Travelers Aid Society reports a great increase in the number of middle-aged white women coming into Washington.

We find we have three types of city, so far as our societies are concerned. The people who are served in these cities show which way this movement is going, as, for example, in Chicago, where they

are serving people going east and west, going through Chicago to and from the cities in which the people are living.

The CHAIRMAN. We thank you very much for your statement.

Mr. FATH. At this time, Mr. Chairman, I would like to introduce a number of exhibits to be placed in the record.

The CHAIRMAN. That will be permitted.

Mr. FATH. I should like to introduce some photographs that were used by Mrs. Hoffman to illustrate her testimony, and others which were made available to the committee from various sources, illustrating conditions in the defense centers.

(The photographs referred to were marked as exhibits and some of these are reproduced in this volume, p. 4568A ff. Others are held in committee files.)

Mr. FATH. I would also like to introduce as an exhibit a statement from the American Telephone & Telegraph Co., showing long-distance telephone calls to and from defense centers.

(The statement referred to was marked as an exhibit and held in committee files.)

Mr. FATH. In February of this year the committee decided that it needed material from the field on what is happening in the various communities in regard to national defense migration. It therefore wrote to a number of the expert witnesses who had previously testified at its hearings and to other persons in a position to gather information, asking them to collect all the available material on migration to national defense centers in their respective areas. The information, excerpted from their replies to the committee's request, is introduced in the form of 38 separate reports.

(The material referred to was marked as exhibits and admitted to the record. It appears in this volume, pp. 4597-4733.)

Mr. FATH. In addition I wish to introduce a report prepared for the committee by the Farm Security Administration, entitled "Displacement Due to Defense Purchases of Land."

(The material referred to was marked "Exhibit 37" and admitted to the record. It appears in this volume, pp. 4735-4755.)

Mr. FATH. I should like also to offer a memorandum prepared by the Federal Works Agency, Work Projects Administration, Division of Research, entitled "Depressed Areas in the Defense Program," and another memorandum from the same source entitled "Month-to-Month Variation in the Size of the Labor Force and in Employment and Unemployment."

(The memoranda referred to were marked "Exhibit 38" and "Exhibit 39," respectively, and admitted to the record. They appear in this volume, pp. 4757-4770.)

Mr. FATH. Finally, the Interstate Commerce Commission has furnished the committee with additional material on the interstate migration of Mexican workers from Texas to the Michigan and Ohio sugar-beet fields, and I would like to introduce this material.

(The material referred to was marked "Exhibit 40" and admitted to the record. It appears in this volume, pp. 4771-4822.)

EXHIBIT 1—MAINE

REPORT BY JOEL EARNEST, COMMISSIONER, STATE OF MAINE DEPARTMENT OF HEALTH
AND WELFARE, AUGUSTA, MAINE

MARCH 19, 1941.

We are finding that in the few places in Maine where the large defense industries are located there is some migrant problem, but by and large most of the new workers are living in their own homes within a 50-mile radius of their place of work and are commuting every day.

Maine has for years had the problem of the migrant worker (often an intra-state migrant) caused by the extensive lumbering operations. Many of these men have had no established homes for years but work and live in lumber camps during the winter and as itinerant farm labor during the summer. Some of these men are from Maine and others are men who come in from outside of Maine. As they get older, or when employment slackens, they have no established place of settlement nor any home connections. We have within the past week been able to obtain from the Civilian Conservation Corps an excellent camp which is no longer used by the Civilian Conservation Corps. In years past these men have been put up in private boarding houses. We now hope to be able to establish them in this camp, giving them occupation, and also, we hope, somewhat better living conditions. Our load varies, depending upon the time of year, from 250 to 450 men, which is, we feel, rather heavy for a State of this size.

REPORT TO THE FEDERAL SECURITY AGENCY, SOCIAL SECURITY BOARD, WASHINGTON, D. C.

The following information treats Bath and Portland as two areas rather than one because the characteristics of these two areas are quite different at the present time. The period of expansion in Bath, resulting from the defense program, started about November 1940, while the expansion in Portland is anticipated rather than realized at the present time.

PORTLAND

There has been some migration into the Portland area to obtain employment with the construction company now engaged in building a shipyard in South Portland, but actual work at the shipyard will not begin until some time early in the summer of 1941. About 1,200 workers will probably receive employment in South Portland when operations begin in the shipyard. It is now expected that five to six thousand workers will be employed before the end of the year when the shipyard reaches full operation. On April 4, it was announced that this same company will build another yard in South Portland which will employ 2,500 workers. The in-migration to the Portland area will undoubtedly be extensive during 1941. However, the migration that has occurred to date is negligible.

Still another company has a contract for building British ships and plans were announced during the last week in December 1940 for the construction of a shipyard in South Portland to meet these contracts. A construction company has begun work on this yard and approximately half of the workers employed on the project come from outside the Portland area. The majority of these workers have come from central and northern Maine. They were employed during January and the early part of February. Since that time the employment office in Portland has been the sole referral agency and it has been unnecessary for that office to recruit workers from outside the Portland area. Clearance outside the Portland area will be necessary when the construction of buildings in the yard commences.

Approximately 300 to 400 mechanics have migrated from the Portland area to other New England shipyards. About 200 carpenters have migrated from the Portland area to work on Government camps. Many of these individuals are finding work at Camp Edwards. The migration has been predominantly to Massachusetts and Connecticut. It is believed that most of these workers will return when work at the shipyard commences. There are also a few Portland workers who are commuting to Bath. These workers, it is felt, will return to Portland when employment in shipyard increases.

The workers who have migrated from the Portland area are between 25 and 50 years of age. Both the in-migrants and the out-migrants are almost entirely male, and no racial group predominates. There are no Negroes in the migrant group, and the number of aliens is negligible. It is difficult to estimate the number of these workers who are single, but the majority of the migrants are not accompanied by their families. The workers who migrated from the Portland area were machinists, ship fitters, ship carpenters, and welders. One-third of the group migrating from Portland are helpers and two-thirds skilled workers. The movement out of the area was largely the result of rumored work opportunity in other sections of New England. The migrants coming into Portland are construction workers. Some of these workers have come in response to rumor, but most of them have been previously employed by the contractor for whom they are now working. Certain foremen have brought a number of workers with them from other parts of the State.

The small movement of workers into Portland can best be described as a shift from rural to urban areas. Workers have not yet begun to shift from one industry to another in the area. Nine hundred and fifty workers from outside the Portland area have registered in the Portland employment office since activities began at the shipyards. Only 150 of these workers have actually moved into Portland. All of these migrants have obtained work in the area.

BATH

Workers have moved into the Bath area in response to increased employment in the shipbuilding industry. High wages and good working conditions existing in Bath have drawn many workers from other industrial areas. Machine-shop workers, construction workers, and a few mill workers constitute this group of in-migrants. The movement has been largely in response to rumor and personal contact with local employees. A few workers have been recruited through clearance, but none have been recruited through advertising or labor scouting.

During January 1941 approximately 250 workers came to Bath from outside the area. This group consists primarily of shipyard workers, such as ship fitters, outside machinists, carpenters, welders, and laborers. About 20 percent of the group are killed workers, 30 percent semiskilled, and the remaining 50 percent unskilled. During February, 70 to 75 more workers came to Bath from outside the area. The same occupational groups were represented as in the January figure along with some pneumatic-machine operators. During March, 100 more workers came into the area. The same occupations were represented, with welders predominating. In addition to these migrants who have actually moved into the area, there are approximately 250 workers now commuting to Bath.

The workers who have migrated to Bath during the last 3 months are concentrated between the ages of 20 and 40 years. The tack welders, who will be added, are in the 18 to 25-year age group. Many of these are recent graduates from welding schools throughout the State. Semiskilled workers are within the 25- to 40-year age classification, and the skilled workers within the 35- to 60-year age classification. Approximately 80 percent of these workers are now married. There is no concentration of workers into racial groups. All of the migrants who have come to Bath have obtained work largely in the shipbuilding industry. Practically all of the migrants have come from within a 50-mile radius of Bath. A few welders have come from New Hampshire recently, and skilled machinists from other States. Most of the migrants were previously employed in some machine shop or other small business.

An out-migration of ship carpenters to Southern Coastal States occurred during the fall of 1940 from the northerly outskirts of the Bath area where wooden shipbuilding activity was at an ebb. This movement was very gradual and the extent of it is difficult to estimate. The recent award of several contracts to employers in this area will undoubtedly attract many of these workers back to their home communities.

EXHIBIT 2—NEW HAMPSHIRE

REPORT BY WILLIAM J. ROY, CHIEF STATISTICIAN, STATE OF NEW HAMPSHIRE,
BUREAU OF LABOR, UNEMPLOYMENT COMPENSATION DIVISION, CONCORD, N. H.

MARCH 24, 1941.

Activities resulting from defense contracts in this State have not been sufficient to create a migratory problem. Many of the workers added to the Portsmouth Navy Yard pay roll during the past year have been commuting from distances as great as 60 miles. Commuting has not been a problem, however, because transportation is provided at a reasonable price largely by individuals operating their automobiles. Most of these individuals, working in the Portsmouth Navy Yard, have settled in some community in New Hampshire and Massachusetts and prefer to commute rather than move their families to their place of employment.

Workers have migrated from New Hampshire to border States to centers of defense expansion and have later returned to this State to engage in other activities of a defense nature. This group consists largely of construction workers and skilled tradesmen. It is evident that no migratory problems have arisen in this State in connection with defense.

EXHIBIT 3—MASSACHUSETTS

REPORT BY F. L. KELLEY, ASSISTANT DIRECTOR, DEPARTMENT OF PUBLIC WELFARE,
COMMONWEALTH OF MASSACHUSETTS, BOSTON, MASS.

MARCH 4, 1941.

In general, the national-defense projects that have developed have called for skilled help and for the most part they have been able to provide for themselves without asking for any public assistance.

From our observation there has been no discrimination shown relative to age or race in filling these positions, the primary requisite being a basic training in machine work.

In Springfield there are estimated to be about 2,000 workers who have come from outside of that city and they are mostly working in the armory. As Hartford, Conn., and other manufacturing centers in Connecticut pay a higher wage scale than in Springfield, there are many Springfield residents working in those centers and commuting.

In Greenfield where there are die and tool works, it is estimated that there are about 500 workers from southern Vermont and southern New Hampshire working in these factories and there is an acute housing problem.

In Pittsfield the General Electric is erecting an \$8,000,000 building, part of which is expected to be open in April. This new building is expected to provide employment for at least a thousand extra workers and when it does, there is apt to be a housing problem develop.

In Chicopee is located the Westover Flying Field, which is being built by the Federal Government, and which has dormitories for the enlisted men. The bulk of the officers have secured quarters in Holyoke for themselves and their families. Chicopee is developing a Government housing project which is expected to take care of all in that section.

The only major development in the eastern part of the State has been the transfer by the Boston Housing Authority to the Federal Works Agency of the 873-apartment project, which is almost completed and which is to be used to house many workers engaged in shipbuilding in Quincy.

At the present time it is conservatively estimated that 50 percent of the workers at the Fore River Shipyard in Quincy are nonresidents and commute to their place of employment. The city of Quincy has benefited considerably by this activity, as is evidenced by the fact that last year at this time they had 1,800 on general relief and at the present time they have only 400.

The general improvement in business attributed to the defense program has been reflected in the drop of cases on general relief in Boston from 14,228 on July 1, 1940, to 11,756 in February 1941, or a decrease of 17 percent. The

total expenditure for general relief throughout the State for the month of January 1941 was \$1,456,943 as compared with \$1,988,452 in January 1940.

I am enclosing a copy of the bulletin just issued by the Boston Council of Social Agencies which gives some facts relative to the housing project that has been transferred to the Federal Works Agency.

(The material referred to is held in committee files.)

EXHIBIT 4—RHODE ISLAND

REPORT BY GLEN LEET, ADMINISTRATOR, STATE DEPARTMENT OF SOCIAL WELFARE,
PROVIDENCE, R. I.

MARCH 6, 1941.

Representative statistics in this area of activity are not yet known to be available here. Migration out of the State appears to be slighter than migration into the State because of the great demands for labor within the State from industry and from Army and Navy projects. Many persons employed within the State can and do commute from the neighboring States rather than take up residence in the State.

Under separate cover we are sending you a copy of the December 1940, Monthly Bulletin of the Rhode Island Unemployment Compensation Board. [The material referred to has been placed in files of the committee.] Interstate placement statistics can be made available, but they do not, to any appreciable degree, indicate the extent of such activity because many out-of-State employers send agents to the State who hire labor directly.

The unemployment compensation board has been designated as the agency which is to undertake during the next 2 weeks a survey of labor at Newport and at the Quonset Naval Air Base. If you are interested in obtaining findings of this survey, which is expected to point up data on interstate migration, we shall be glad to obtain it and send it to you.

We have learned from the Rhode Island Work Projects Administration office that the report of a quick survey made by them at Government projects in Rhode Island has been forwarded to the Washington office of the Work Projects Administration and is probably being made available to you. The State Work Projects Administration office is of the opinion that Providence and Woonsocket, the cities which you specifically mention, present practically no industrial migration problems.

We are enclosing copies of material on the effects of Rhode Island defense activities prepared last November by our area supervisors in whose territories the activity is greatest and a copy of a report prepared by our State department of health.

REPORT OF MRS. ELEANOR BRIGGS, AREA SUPERVISOR, UNEMPLOYMENT COMPENSATION
BOARD, PROVIDENCE, R. I.

EFFECT OF QUONSET POINT ON LOCAL COMMUNITIES

NOVEMBER 29, 1940.

We have tried to determine community reaction, social effect, and changes attendant upon the huge Government job with its 3,999 employees at Quonset Point. So far as we can determine, reactions to this project have been felt in North Kingstown, East Greenwich, and Narragansett. Local officials who have given us information are as follows: Directors of public welfare, town treasurers, presidents of town councils, chamber of commerce members, and the State police at North Kingstown.

To date all agree that the main effects felt have been beneficial, although difficulties and troubles have been anticipated from the start. The chances for employment have given an opportunity for some of our relief clients to become steadily employed at the base. No health problems have arisen throughout the territory that could be attributed to this sudden large increase in the working and living population.

East Greenwich.—Housing: Every home in East Greenwich with an extra bedroom has taken in a boarder or two. The real estate men report that all available places have been rented.

Schools: Because the conditions in the East Greenwich schools are already overcrowded, there has been some apprehension as to what may happen if many of the workers move into this town with their families; so far the situation is under control.

Business increase: The hotels, rooming houses, clothing stores, grocers, and liquor dealers report a considerable increase in business. They are all very pleased. Local banks are handling more money than ever before. A local finance dealer reports he cashes \$40,000 worth of pay checks weekly and charges 10 cents for each check cashed.

Traffic: Since most of the traffic from the project has to pass through the main street of East Greenwich, the town has had to hire another policeman. The parking system on Main Street is to be changed from angle parking to parallel parking. This will reduce the number of parking spaces on Main Street and the local merchants are displeased.

Narragansett.—Housing: Many of the workers have hired houses in this town, and a great many summer homes have been hastily equipped with stoves in the haste to make places available for renting. There was some difficulty about a group of tourist camps; the owner of the camps was renting three-room camps at \$40 a month before they were ready for occupancy. The State police were called in at one point when a tenant complained about the inadequacy of his living quarters, and that the landlord had demanded rent in advance and had refused to refund rent when the tenants wished to get better quarters. A small group of trailers has come into town; none of these are creating a problem, however.

North Kingstown.—Housing: This is the town in which the housing problem is felt by the clients of our department. The property owners are repairing and fixing up everything from shacks in the fields to deserted tenements to make money from the Quonset employees. Some of our old-age assistance clients have had to move out of their living quarters and are unable to find suitable quarters on their present allowance. The A. D. C. mothers with small children have been prevented from finding suitable living quarters and a great deal of doubling up of families has taken place, causing overcrowded living conditions. Landlords feel that Quonset workers are the best investment.

Schools: It is anticipated that the school population will increase to a point where the town has to consider a new building.

Business increase: The increase in business is not as great as in East Greenwich due to East Greenwich's larger shopping center. The storekeepers are encouraged, however. Several eating places on the type of the roadhouse, which have been closed for years, are now reopening.

Traffic: The State police are detailed to control the traffic on the main road in the early morning and at night when the Quonset employees come and go. The traffic jam is very bad. Chartered busses from other points in the State accommodating nonresident workers are being brought to the project.

The tax rate of North Kingstown was raised this year because the total taxable property was decreased with the establishment of the air base.

In this holiday season some of the workers at the base are giving Christmas parties for the children of the neighborhood, wishing to show their spirit of cooperation, and to try to participate in community affairs. This will be greatly appreciated in the local community. Several of the young girls in the neighborhood anticipate an organized recreational plan in the near future, and are desirous of applying for positions as hostesses.

REPORT OF A. C. TITUS, AREA SUPERVISOR, UNEMPLOYMENT COMPENSATION BOARD,
PROVIDENCE, R. I.

NOVEMBER 26, 1940.

SURVEY OF NEWPORT COUNTY REGARDING NATIONAL DEFENSE

Newport has always been a service center, and the local and State agencies are fairly well set up to take care of problems arising from the present emergencies of national defense. Welfare organizations are unified into a council of social

agencies. They are cooperative and fairly conversant with each other's responsibilities. There are agencies which attend both social and financial needs of service men as well as civilian population. The local government is aware of problems attending this sort of emergency and is fairly capable of caring for the greater portion.

The problem of housing has been rather acute and is being cared for in greater measure through the United States Housing Authority. At the present time, there is one Authority contract for 260 units for civilian workers with the prospect of another similar unit going up on the completion of this one. The Navy Department has recently awarded a contract for the building of 600 units for the same purposes and are also considering further units for the enlisted personnel. The attending public utility demands are being met. The local board of public health is active and no great problems are expected. No great problem of transients is expected as it is felt that skilled workers, who have been brought into the area, will, in all probability, follow other national-defense construction work on the completion of the work here. The unskilled labor is mostly local and upon completion of the present work will present no more of a problem than they have in the past. The only agency set up for those seeking work is the State unemployment relief office.

The long-range problem, of which Newport is aware, is the one that will come when Navy needs are fulfilled and a curtailment of employment at the United States Torpedo Station, located at Narragansett Bay, becomes effective. This problem, of course, will be Nation-wide and it is hoped that the Federal Government will so plan that private industry can absorb as the Federal lay off. If this is not done, this area will suffer greatly as it will mean turning approximately five or six thousand skilled mechanics into an area that is not equipped to take care of any as far as private industry is concerned.

The problem of undesirables locating near the service training centers, while not acute at the present time locally, shows signs of increasing. It is felt that this can be curbed providing the Army and Navy authorities, both locally and in Washington, insist that the local government take the necessary steps.

RHODE ISLAND DEPARTMENT OF HEALTH,
November 20, 1940.

INCREASED PUBLIC HEALTH ACTIVITIES DEMANDED BY NATIONAL DEFENSE, RHODE ISLAND

Newport and Quonset military areas are to add several thousand men each. Estimate from Nation-wide experience indicates adjacent civilian population increases 1,000 for every 1,000 military. Health and sanitary facilities have to be provided for the equivalent of two small cities:

Water supply.—Major developments required in both public and semipublic water supplies in both areas.¹ Problem of adequacy and sanitary control.

Sewage and wastes.—Sewerage extension required,¹ also sewage and garbage and wastes disposal designs and construction. (Q)² Air base disposal plans under review by department of health, major changes in treatment already asked and agreed.

Environmental sanitation.—Extension of food handling, roadside stands, camps, resorts, cesspools, plumbing, etc. Makeshifts will abound. Needs acute.

Housing.—Housing authorities starting to fulfill needs in part. Health aspects to be worked out; major problem.

Milk.—Submarginal local farms with new lease on life are sore spots (potential epidemic foci). Acute problem (Q).²

Preventable diseases.—Venereal and other, epidemiological, medical, work increased. Hospital and clinical facilities require augmentation (Q).²

Nursing.—Extra-cantonment-zone civilian population (shifting) requires added public health nursing direction.

¹(N) Newport zone.

²(Q) Quonset zone.

When neither indicated, remark applies to both.

Following apply to entire State

Water supply sabotage.—Superintendents of public and industrial supplies being asked and advised how to provide lighting, surveillance, etc., to reduce ease of sabotage of vital facilities not subject to quick repair.

Conservation of industrial manpower.—Surgeon General (U. S. Public Health Service) has asked director of health to divert every available resource to this item. Industrial illness (largely preventable) causes six times as much lost time as accidents.

Requirements are medical advice and help to industrial physicians in preemployment and during employment examinations, detection and reduction of dermatoses (largest group of industrial diseases), etc., engineering control of dust and fumes exhaust ventilation, laboratory analyses of body fluids (e. g., lead in urine), air solvents for toxic components, etc. Department has nucleus of staff. New tasks and green workers in factories involve hundreds of new acute problems.

Pathological laboratory.—Constant new activities ahead, e. g., now doing 100 X-rays per day for 15 days on regular recruits, National Guard to be added, 5,000 serological specimens, especially Wassermanns, in near future.

Legislation.—Many items so archaic that department's supervisory control creaks and stalls. Careful preparation and promotion of recommended legislation for January 1941 essential.

Personnel and work space.—Certain key experts need to be added to department's (and district and local) staff of over 100 specialists. Laboratory and office space now cramped to point of serious inefficiency. New congestion already increasing.

EXHIBIT 5—NEW YORK

REPORT BY DAVID C. ADIE, COMMISSIONER, STATE OF NEW YORK DEPARTMENT OF SOCIAL WELFARE, ALBANY, N. Y.

MARCH 3, 1941.

Our State employment service believes that there is a current net loss to this State as between workers who are coming in and those who are moving out of the State. While this cannot be proved by any statistics, they are able to observe such phenomena as the number of out-of-State addresses to which claims for former employment in New York State are being sent. In this connection there is growing evidence of employment in Pennsylvania of our New York State residents living near the southern border. As example, the city of Olean reports considerable commuting from their city to a large defense development at Eldridge, Pa., and, further, this Eldridge factory construction project costing a half-million dollars, is drawing heavily from other New York State southern border communities. This sort of moving across State lines is bound to result later in some settlement tangles between the two States on cases which require public assistance.

Certain small cities where there are no large defense developments are beginning to feel the effect. Middletown reports having counted 50 families that have left for employment elsewhere. These migrants run the gamut of indigents to independent skilled and high-salaried men. Ogdensburg reports the worst retail business in years, for which they give credit to moving away of workers, mostly to the Pine Camp development. Rome reports a moving out of skilled workers to places paying higher wages, and a sucking-in of lower-paid workers as replacements.

I think the details of our report would all support two generalities:

1. That there is a great moving about of workers related to the new employment. This is in both directions; that is, both in and out of our communities and of the State.

2. That, for the most part, all of this new employment is related to national defense and, accordingly, when persons fail to acquire independent living the local community will be asked to supply public assistance and will feel loath to add this expense to their current loads on behalf of local people, especially so long as the National Government fails to assume any share thereof. Added to this is

the growing fear of what is going to happen when all this ends. It is this fear that has led us to make certain estimates as to the number of workers who would be dumped on local communities if present defense employment were immediately to end.

The analysis below is a composite from many sources, including canvass of our own field forces, the State department of education and the State department of labor. Since your concern has to do more with developments which may result in indigency or need for some public assistance, we have included only such data on defense-program developments which are considered to have some possible bearing on the need for social services. That is, we did not assume that you wanted a complete review of the new employment situations, but rather all such large over-all developments which might lead sooner or later to the need for public help.

The phenomenon known as migration is of a different character in the present expanding employment program from that which is the result of a developing depression. In a depression, workers released from jobs go more "on the loose." Their efforts are aimless and they keep moving. In expanding employment, workers head straight for presumed employment which is generally there and the migrant stops.

One marked development noted is that of expanding commuting areas. Around such communities as Buffalo, Rochester, Farmingdale, and at the large construction jobs in Oswego and Watertown, there has developed a vast auto, bus, even train commuting area. The men from up to 40 miles come from towns, villages, and farms to work at the new job. But they are not as yet moving their families. Many stay in "Y" dormitories, in tourist homes, etc.

For large part, these men are construction workers. They know that something will end as soon as construction is over. Then will come the more permanent employment of workers in the new plants "for the duration." It is felt that the real migration will start then.

Whereas farm boys are handy on these construction jobs, they cannot so readily be used on the technical jobs that will be available.

MIGRANTS GETTING BETTER GUIDANCE

We find little evidence of a migration which is not justified by the employment situation. For one reason or another people appear to be better guided in their search for work. Probably large credit should go to the established public employment service, which has come to be recognized as an official source of information among lower income groups. Apparently the requirement of registration of relief clients for these past many years has done its good work. However, there is evidence, particularly in Buffalo, of a migration of outside persons not yet related to employment. In the present large employing activity many of them "get on" some kind of employment. But as fast as these do get work a new group moves in. There appears no way to count the number of unemployed migrants as of any given day. The scene changes too fast, and no agency as yet can compute the number of unemployed migrants in this State as of today.

It should be noted that the migrant who does not find ready employment faces the handicap of not being a part of the various local established files. It is noted, for instance, that the migrant does not become a part of the training programs, local school systems, Work Projects Administration, and others are setting up. This is because the training programs are made available to the persons in the established reference files. If this condition continues, as soon as rapid new employment ends the residue of migrants will face the usual serious economic problems.

There is a very general practice of hiring local people and the avoidance of hiring "floaters." Character references appear to be emphasized more than ever. Therefore, the migrant without good papers is taken only for the type of labor jobs for which there is a scarcity of local applicants.

Besides the establishing of commuting areas which is draining nearby towns and farms, there is considerable evidence of the leaving of farms and small towns up-State for urban centers. There is already widespread shortage of farm hands. One very large company in Schenectady has established a policy of favoring farm boys from up-State New York and some nearby New England States.

A small but significant migration will follow the finishing of courses by young men in 10 different cities where training schools have been established to turn

out skilled workers who will, after training, go to Buffalo. These consist largely of single men but with several young married men who plan to move to Buffalo upon completion of their work.

Officials are already aware of threat of the end of this heavy employment. One estimate is that at end of this period, on basis of present plans, Buffalo would release 12,000 workers not ordinarily needed in that city.

The latest estimate by State employment service is that we need, on basis of present contracts, 34,000 new skilled workers in this State beyond those who are registered in existing files. This estimate made after canvass of 38 communities late in December. Naturally, the above group must come from somewhere.

Age factor: Is much less than has been for last decade. Many want men who were skilled workers leaving retirement for return to work. This situation is a natural result of lack of skill of young men and consequent reemployment of the former old worker laid off at beginning of depression.

Sex factor: No reported evidence of operating as an unnatural factor. Women are preferred in some of the industries, and their employment is in as high a ratio to men as ever.

Race or nationality factor: While the race factor is not any more serious than the usual prejudice toward colored workers, the nationality factor is a major problem in this State. There are 1,200,000 aliens in this State. This is 25 percent of the total alien population in the Nation, and, under present circumstances, they have small chance for any employment. The defense industries are barred to them. The Work Projects Administration rules them out, and in the residue employment in small businesses, the natural prejudice resulting from our war sentiments serves as a further block to employment. In the midst of expanding employment, this general rejection of the alien and of certain national groups may become a serious problem.

Wage differentials: Not a major factor in this State. However, in early days of employment boom, many left home for such centers as Buffalo and Schenectady, but upon the general spreading of employment have now returned home because of a chance at a job there. In general, wages at the General Electric Co., Schenectady, are highest, but no report that this is operating unnaturally to attract workers away from good jobs elsewhere. In Syracuse, wages slowly rising to meet competition. In Buffalo, wages are already upped considerably from depression levels.

VARIOUS COMMUNITIES

Long Island (Farmingdale): After present factory construction completed, estimated 15,000 to 20,000 new workers will be required. As yet hire only local residents but large application list being assembled.

Buffalo: For first 6 months of this year, estimated 15,000 to 17,000 new workers not now registered in that city will be needed. After present and being completed facilities are ready, estimated 35,000 new workers needed. This city has possible \$10,000,000 estimated new aircraft developments, which in itself will need 20,000 new workers. Buffalo already facing housing shortage. Total vacancy as of January is 4 percent. This compares with State total vacancy of 11 percent.

Schenectady: Is hiring every good man that applies. Drawing heavily from surrounding settled area and from northern New York. Present estimate is that if present employment on defense work were to end, 12,000 workers already employed would not be needed in this city.

Rochester: As yet is able for most part to satisfy requirements by expanding commuting area of workers. However, this city late in securing defense contracts calling for new jobs, and present estimate is 1,000 new workers will need to be imported.

Utica: Will need 3,000 new workers not on existing registration list. Present large contracts being served by workers newly secured from nearby cities like Rome and Watertown. Pine Camp employment passed its peak when 7,200 were employed. Now some sluffing off and "returning to homes."

Oswego: Construction nearly finished. Was accomplished by tapping all nearby towns. Workers now returning.

In general, all students observing the situation in this State agreed that as yet the situation has not jelled sufficiently to show us the extent of the housing, health, and recreational problems. A generally established program of relief by social agencies, both private and public, has by the rapid expansion of their programs been able to meet the situation to date. However, the problems will

begin to appear from this point on. Analysis above indicates that local residents, plus expanding commuting areas, plus expansion of local social facilities, have been fairly adequate. From now on the migration of workers will begin and all the problems attendant upon housing and the social services will be showing up.

I am enclosing the last report of our department of labor since it carries considerably more detail in respect to the employment situation than was thought to be necessary in direct reply to your inquiry. [The material referred to is held in committee files.]

EXHIBIT 6—PENNSYLVANIA

REPORT BY H. RAYMOND MASON, DIRECTOR, PENNSYLVANIA STATE EMPLOYMENT SERVICE, HARRISBURG, PA.

MARCH 18, 1941.

The problem of worker migration in Pennsylvania is relatively small at the present time, due to several reasons, chiefly restrictions as to public assistance and those arising from the strict enforcement of the labor and school-attendance laws in this State.

However, from the southern part of the State, there is a slight overflow of labor within the State lines in the fruit- and berry-picking and canning seasons, particularly into Franklin, Adams, Fulton, and Cumberland Counties. There is also some migration to the oil fields in Venango, Forest, and Warren Counties. In the southern tier of counties the migration has been primarily from the Baltimore district and mostly of Negro workers.

At the present time some indications of large-scale worker migration have been noted, particularly toward the defense centers of Pittsburgh and Philadelphia. In the Pittsburgh area some workers have been drawn from Ohio and West Virginia toward the steel mills, although most of the migratory movement in this section has been from Pittsburgh to industrial centers in Ohio, chiefly Youngstown. The movement of workers into Philadelphia has occurred chiefly from Delaware, New Jersey, and to some extent New York.

Other than to these two major industrial centers, little migration of skilled workers has been reported in Pennsylvania from other States. However, there is considerable intrastate migration, principally from the anthracite coal fields toward the Allentown-Bethlehem and Philadelphia metropolitan areas, as well as some movement toward Berwick in Columbia County and Williamsport in Lycoming County. Workers from anthracite fields are beginning to migrate toward New Jersey and up into New York in search of work, although this movement has not assumed any sizeable proportions at the present time.

Migration of construction workers has been reported in only one instance, that of the construction of the cantonment at the Indiantown Gap Military Reservation. This project employs some 11,000 workers at its peak, most of whom were migratory workers, either from other sections of Pennsylvania or from surrounding States. However, with the completion of this construction, it is expected that these workers will migrate toward other large military construction projects.

REPORT BY HOWARD L. RUSSELL, SECRETARY, COMMONWEALTH OF PENNSYLVANIA DEPARTMENT OF PUBLIC ASSISTANCE, HARRISBURG, PA.

MARCH 21, 1941.

Labor scarcity in centers of production and around Army cantonments where construction is proceeding at a rapid pace has already served to draw workers not only from adjacent counties but also from other parts of the State and from nearby States. However, the movement has not yet attained great momentum and the scarcity of labor has applied only to a few specific occupations and skills. This can be attributed largely to the fact that there has been a noticeable effort on the part of industry to hire workers locally, accepting migrating workers only for jobs requiring definite skills that are not possessed by the local labor supply. Another factor that has tended to discourage the migration of job seekers has been the tight control of the labor situation exerted by unions in some localities.

An appreciable part of the total migration thus far has been to Lebanon County, where a large scale construction project has been in operation at the Indiantown Gap Military Reservation. Some 5,000 to 8,000 workers from other counties and even from other States have been employed there. In general, migration to and from other Pennsylvania areas has been low in volume, although some defense workers have come to Pennsylvania from other States, principally West Virginia, Ohio, and New York, while some Pennsylvanians have obtained defense employment in New Jersey, Delaware, Maryland, Ohio, and New York.

There are indications that the migration of labor up to this time has not resulted in the transfer of families to the localities in which the migrating worker has obtained employment. Large numbers of migrating workers are commuting to defense jobs daily, sometimes from appreciable distances. Others return to their homes every week or two. In this connection, one county has specifically noted a sharp increase in sales of second-hand automobiles. Among factors apparently responsible for this tendency to leave the family at home are the following:

(1) Some of the work is temporary in nature, as in the instance of construction of Army barracks.

(2) Some workers are uncertain of the duration of defense production jobs, and hesitate to uproot their families on the basis of what may prove to be temporary employment.

(3) Housing facilities in many Pennsylvania areas, strained even before the defense program began, offer little in the way of living accommodations at a reasonable rental.

As activity in defense industry increases and as this activity is transmitted to other fields of employment, it is very likely that the tide of migration will rise. It is estimated, on the basis of the Labor Market Surveys to which reference was made above, that substantial additions will be made to the employment rolls during 1941 in the areas studied.

The following tabulation lists, for selected industrial areas in Pennsylvania, the estimated number of workers that will be added to employment rolls during 1941, the estimated supply of available labor, and the estimated net surplus or deficiency of labor in each area.

Industrial area	Estimated number of job openings in 1941	Estimated number of workers available for employment	Estimated net surplus or deficiency of workers
Allegheny County.....	60,000	62,000	+2,000
Beaver County.....	5,000	5,500	+500
Bucks County.....	4,000	4,500	+500
Charlelot-Monessen area.....	1,000	4,000	+3,000
Chester County.....	3,500	4,000	+500
Delaware County.....	19,000	10,000	-9,000
Easton.....	3,600	4,000	+400
Erie County.....	9,500	9,600	+100
Greensburg.....	1,700	4,000	+2,300
Jeannette.....	1,600	2,000	+400
Latrobe.....	700	3,500	+2,800
Lawrence County.....	2,500	6,000	+3,500
Norristown.....	15,000	8,000	-7,000
Philadelphia.....	95,000	120,000	+25,000
Pottstown.....	1,000	2,500	+1,500
Washington County.....	700	4,000	+3,300

The figures for estimated demand apply not only to manufacturing, but also to such general nonmanufacturing fields as mining, agriculture, trade, finance, and services.

Although the figures indicate definite shortages of labor in only two of the areas (Delaware County and Norristown), the possibility of unmet labor needs in other areas cannot be ignored. One reason for this is that the demand for specific skills is, in most instances, at variance with the occupational classification of the existing labor supply. In addition, there is evidence in many areas that characteristics of the labor supply, in terms of age, sex, citizenship, color, union status, and health, are such as to restrict their industrial employability to an appreciable degree. Thus, importation of labor, training and reclassifica-

tion of the local labor supply, or both, may be necessary before many of the expected job openings can be filled.

TYPES OF WORKERS INVOLVED IN MIGRATION

For the most part jobs thus far filled by migrating workers have been in the skilled and semiskilled classifications. Steel workers, machinists, sheet-metal workers, welders, toolmakers, drafters, mechanics, engineers, carpenters, plumbers, masons, and construction workers were principally involved. In addition, one county reports that some unskilled farm laborers have left for defense jobs, thereby creating a shortage in the supply of farm labor in that county.

Nearly all of these migrating workers are male, white, and citizens, whose ages vary between 20 and 65. Those aged 50 and over, however, are employed principally as carpenters and plumbers.

EFFECTS OF MIGRATION ON DEPENDENCY

Although increased industrial activity resulting from the defense program has been instrumental in reducing dependency throughout the State, very little of the reduction is attributed specifically to the migration of defense workers. In addition to the fact that the total volume of migration in the State is not very great, it was noted in many counties that relatively few of the workers involved in migration were from the relief population. Nor was it anticipated that much dependency would result directly from the lay-off of migratory workers if defense activities were to cease. However, most counties anticipated that the cessation of defense activities would cause a marked increase in the relief rolls because of the large total number of workers whose present employment is attributable, directly or indirectly, to the defense program.

EFFECTS ON BUSINESS LIFE IN THE STATE AS A RESULT OF DEFENSE WORK

Business conditions have improved in many counties, although some have stated that expected gains in retail trade have not materialized because former obligations of workers are being paid out of present earnings. Increased living costs have been reported in a few counties.

CHANGES IN THE HOUSING SITUATION

Housing facilities in many areas of Pennsylvania were strained before the defense program began, and the situation has been aggravated since then, with housing shortages reported by many counties. In part, the shortage of housing is due to the breaking up of families who had been living together because of economic conditions. Increased rentals have been noted in a number of cities and in some areas of defense activity the increased rentals act as a deterrent to migrating workers who might otherwise move their families to the locality in which they work.

Some Government defense housing projects are being constructed, and some private housing construction is under way in a few counties to meet defense and normal needs.

CHANGING CONDITIONS OF HEALTH AND SANITATION

Virtually no changes have been observed in the situation with regard to health and sanitation throughout the State. One county, however, reports that because of the recent increase in demand for housing facilities some relief families having no employable members are being forced into poorer quarters.

I am attaching a number of excerpts from letters received from the county boards of public assistance.

(The material referred to above is as follows:)

EXCERPTS FROM LETTERS RECEIVED FROM THE COUNTY BOARDS OF PUBLIC ASSISTANCE IN REGARD TO MIGRATION CONNECTED WITH DEFENSE ACTIVITIES

Philadelphia.—Regarding the changes in public dependency that would probably result if defense activities were suddenly abandoned—"Everyone agrees that the immediate effect would probably be cataclysmic."

Lebanon (location of the Indiantown Gap Military Reservation).—The migrations into the county have not increased public dependency, as one might expect, but rather tended to decrease. Because the migratory workers needed housing and boarding facilities some of the nonmigratory public dependents were afforded an opportunity of offering these services, realizing a profit therefrom, thus eliminating their own dependency in the community. While the retrenchment program at the reservation is now in progress, a substantial increase in applications as one might expect, has not resulted. The reason back of this is largely the fact that most workers, upon their lay-off, have sufficient resources to return to their families in other parts of the State and in other States.

Allegheny.—Business in all lines has improved. Any adverse effect is largely due to the fact that some spots are not affected and individuals dependent upon those industries have difficulty in coping with the tendency toward increased rents and higher prices.

Beaver.—A number of persons employed in the mills in this county are commuting daily from the eastern part of Ohio, northeastern West Virginia, and Pittsburgh, and New Castle areas. There is a question whether these people would move into this county now when plants are inflated by defense production, particularly property owners. The automobile is a factor which should be considered in the housing problem, as some of these employees do not object to commuting.

I do not believe that health and sanitation is now, or will become, a problem in the county unless there are tent and trailer colonies.

Butler.—The continuation of the increase in employment will, within a short time, bring about the necessity of disregarding the locality from which the new employee comes. One effect of this will be to increase the difficulty * * * in obtaining adequate housing facilities.

Chester.—Only very skilled workers are involved in this migration * * * Citizenship is a very important requirement.

Crawford.—Since there are apparent expectations of increased employment and need for housing, we are probably just in the beginning of what may develop later.

Huntingdon.—A very small group of workers who are migrating to other fields are usually those who are trained in some particular line.

Luzerne.—There appears to be a negligible number of unemployed persons coming into the county in search of employment, since this has been discouraged by the State employment office and the defense industries.

Wyoming.—Approximately 140 Wyoming County residents have been employed at Indiantown Gap. * * * The workers did not take their families with them and, since a large part of their wage was spent for room and board at the place of employment, the families received little financial benefit.

Warren.—An increase in employment is anticipated in one of the defense industries in this county and it is our understanding that from 200 to 400 additional men will be employed by April 1. This will make still more acute the housing shortage.

Columbia.—The Congress of Industrial Organizations in Berwick has requested the Federal Housing Administration to construct 300 homes in Berwick. There are few desirable homes for rent at a fair price anywhere in the county.

Blair.—If defense activities were suddenly abandoned it would no doubt result in increased public dependency, not because of workers returning from jobs outside the county, but rather because of decreased activity in industries which would be indirectly affected by the curtailment of the defense program.

Bucks.—The migrations, if there are any, are not affecting the public assistance at present.

When the Brewster Aircraft Corporation starts to operate and there is an influx of workers both Bucks and Montgomery Counties will be faced with problems (associated with migration) as mentioned in the list of questions asked.

Lycoming.—At this time, the migration (into the county) would not affect public dependency appreciably, as, no doubt, the workers would return to their own communities if they were laid off. However, if they continue to work here and establish residence, then we will be affected locally.

Northampton.—The city officials are at present considering plans for a Government housing project, intended especially for defense workers. This may be necessary, since we are told Bethlehem Steel expects to add 6,000 to 8,000 more employees before the end of the year.

Lehigh.—There may be some importation of highly skilled workers from outside areas. However, when competition between employers becomes more keen for labor in coming months, the strict employment requirements may be relaxed and less skilled workers will be employed. Since the present relief rolls contain practically a residual load, this source for labor can be regarded as negligible, but the Work Projects Administration rolls still carry a high percentage of workers with a fair degree of skill, health, and age, and this source will undoubtedly be tapped. In this connection, the Government could hasten the transition by adopting more practical policies.

There still exists a very urgent need for several thousand homes in this vicinity renting from \$20 to \$35 per month.

EXHIBIT 7—NEW JERSEY

REPORT BY RUSSELL J. ELDRIDGE, DIRECTOR, NEW JERSEY STATE EMPLOYMENT SERVICE, TRENTON, N. J.

MARCH 4, 1941.

Such migration as there has been is evidenced by the transfer from other localities of individual cases of workmen with skills necessary in the aircraft, ship building and metal working industries, although it is understood that there has been a considerable volume of these single instances. Obviously the rate of wages and the prospect of steady employment have been the attraction. No particular age, sex, or race question affects this transfer from other areas.

There are attached, as requested, some clippings indicating that the main problem arising from this movement of workers has been one of housing. I do not think it can be said that there is a lack of housing at the moment although it is also understood that the style of accommodations is the subject of efforts to improve the quality of the housing. [The clippings are held in committee files.]

In New Jersey there have been as yet no instances where, in the industrial field, there have been uncontrolled migrations into the State resulting in any distress such as has been reported from the site of Army cantonments in the South.

In the last few weeks, at the request of the bureau of employment security, we conducted a survey in northern New Jersey consisting of personal visits of 219 industrial concerns holding such contracts. The purpose was to determine labor supply and shortages throughout 1941 so as to plan programs of housing development and of vocational training. Similar studies have been conducted in Pennsylvania and other States. The findings of this survey as compiled by the Bureau of Research and Statistics of this agency were not conclusive and were thus disappointing.

We are endeavoring now to go back over the field and secure information where it was lacking in the original survey. Actually reports as to the present breakdown of occupational skills in the various plants as well as estimates of the future, were received from only 106 plants representing 88,504 workers out of a total of 219 plants surveyed. Unfortunately the larger industries were included in the group who did not make specific returns to us. In general the conclusions of the bureau of research and statistics from all sources of information was as follows:

"As a result of defense activities, factory employment in northern New Jersey area increased 12.6 percent from December of 1939 to December of 1940, while pay rolls rose 25.7 percent. It is estimated that over-all employment will increase roundly 11 percent during the remainder of 1941, adding an additional 94,000 workers to the pay rolls in this area. Of this number, it is estimated that present defense contracts will create jobs for between 50,000 to 60,000 workers and at least an additional 40,000 will find employment as the indirect result of the defense activity stimulation of business.

"These findings are based upon reports from 219 employers, 113 of whom failed to give accurate detailed occupational data. As many as 40 reported that needs could not be anticipated. Many of these 40, unfortunately, were substantial employers. From those reports which did contain sufficient information to reveal future needs (106 employers involving on 88,504 workers), it is

determined that shortages exist in certain skilled metal working, shipyard and aircraft occupations. Because of the unsatisfactory and incomplete condition of these employer reports, any conclusions drawn from the data must be subject to question, particularly if the data are expanded to apply to all employers and activities in the area."

There is set against this estimate of need of workers the following condition of the active files of unemployed registered in local offices of the New Jersey State Employment Service, February 1, 1941. This inventory, incidentally, was taken to accompany the survey of need above described. The inventory, therefore, showed a total supply of 90,076 male workers in all categories, of whom 26,000 were under 25 years of age and 30,000 of whom were 45 years of age or older. It is suggested that the remainder of 34,000 workers available in all occupations, skilled, semiskilled, and unskilled, between the ages of 25 and 44, inclusive, can by training and adjustment of job requirements be set against the anticipated need which is estimated above. This, of course, should not be construed as a maximum figure as many of those under the age of 25 and over the age of 45 will obviously be acceptable against the estimated need.

Therefore, such movement as there may be into New Jersey in the future can be expected to be mainly those highly skilled persons needed in our machine working and processing industries and who cannot be immediately provided by training programs.

EXHIBIT 8—MARYLAND

REPORT TO THE FEDERAL SECURITY AGENCY, SOCIAL SECURITY BOARD,
WASHINGTON, D. C.

MARCH 12, 1941.

On the basis of the data available it is estimated that from 10,000 to 15,000 workers have moved into Baltimore and the immediate vicinity during the period of defense expansion. For the 2-week period ending March 1, 1941, approximately 12 percent of the registrants in the Baltimore local office were nonresidents of Baltimore. Of these approximately 18 percent stated that reports of defense activity had attracted them to this area; 35 percent were transients; and 47 percent came on the advice of friends and relatives. The advertising of Baltimore employers in out-of-town papers was considered an important stimulant. The greatest single factor, however, was the publicity surrounding the building program at Fort George G. Meade; in particular, the great majority of skilled workers came in response to rumors they had heard about opportunities there.

The nonresident group of registrants showed an increased percentage of native male whites and of skilled and semiskilled workers over the normal social and occupational distributions for this area. Of 194 cases analyzed 5 percent were Negroes; 3 percent aliens, and 15 percent females. Nearly 60 percent were heads of families and nearly all were within employable age limits. Nearly 14 percent were skilled workers and nearly 28 percent semiskilled; of the 112 in other groups 54 were classified as clerical and professional; 15 as domestics; and 43 as unskilled labor.

There is no indication that any considerable number of workers have become stranded without work. The majority of the migrants is reported to have been engaged on the construction project at Fort George G. Meade. Of the registrant group of nonresidents the majority of the skilled workers and a few of the clerical and professional group have been placed by the employment service, and it is believed that the remainder have found work through other sources.

For the registrant group of in-migrants 19 percent came from the outlying counties of this State and the majority of the remainder from New York, Virginia, Pennsylvania, and South Carolina in this order. It is probable, however, that the percentage of county migrants is somewhat higher in this group than for the migrant group as a whole.

In general, no social problems have been created by this migration; housing, health, educational, and recreational facilities seem currently to be adequate. Around the Glenn L. Martin plant living conditions are not considered satisfactory. Many persons are living in trailers, garages, and summer cottages

because of the lack of housing facilities in the immediate area of the plant and their apparent unwillingness to seek better living quarters at greater distance from the plant.

ANNAPOLIS

In the city of Annapolis in-migration is negligible. It is believed, as a result of interviews with the few out-of-State workers who have applied for registration, that the lack of overtime on local projects has discouraged the "drifters."

About 1,200 skilled building craftsmen, recruited by the union locals in Baltimore and Washington, are employed on projects at the United States Naval Academy. These workers, however, commute daily from their homes by automobile. They, therefore, create none of the problems associated with in-migration.

HARFORD COUNTY

As a result of the construction projects at Edgewood Arsenal and the Aberdeen Proving Ground and of the expansion of the permanent force, in migration of workers has been relatively important in this area. At Edgewood approximately 1,000 carpenters and 1,000 laborers have been recruited from other States since the latter part of 1940, and at Aberdeen about 900 carpenters and 1,000 laborers since the first part of 1941. In addition, about 1,000 migrants have obtained civil-service jobs during the period of expansion.

In the construction field there were in addition some workers who came in "on their own" and did not find work. Although the number of such cases cannot be determined, it is believed to be small. There were only two cases in which the welfare agencies assisted stranded workers. In the civil-service jobs, of course, the problem did not arise.

Very few of these workers brought their families with them in spite of the fact that nearly two-thirds were married. Both white and colored are employed but no aliens, and no more than 5 percent women. The group was characterized by a wide range of ages. In addition to the carpenters and laborers, a few plumbers, sheet-metal workers, and equipment operators were employed in construction. The civil-service jobs were distributed among machinists, welders, pipe fitters, assemblers, and sewing-machine operators.

In this area the work is completely unionized. Recruitment was, therefore, carried on through union locals in other States under the impetus of high wages, in particular of the possibilities of much overtime at time and a half and double time pay. In the carpenter and unskilled out-of-State locals, in particular, the union business agents recruited labor which was formerly nonunion.

The housing condition is acute. Every tourist camp within a 25-mile radius is occupied by these workmen; at least 25 percent are compelled to commute to their homes in Delaware and Pennsylvania; and large numbers are boarding with families in the 25-mile area. Sanitation and other health services and the water supply seem to be satisfactory. There are no recreation facilities within 35 miles, and it would seem probable that some provision for such facilities is necessary to prevent the development of serious social problems in this area.

EXHIBIT 9—VIRGINIA

REPORT BY WILLIAM H. STAUFFER, COMMISSIONER OF PUBLIC WELFARE, STATE OF VIRGINIA, RICHMOND, VA.

MARCH 12, 1941.

The points of greatest congregation of outside workers into Virginia are found in the Hampton Roads area, the Radford area, the Richmond-Petersburg-Hopewell area, and the northern Virginia area.

The Hampton Roads area is to be characterized by the shipbuilding industries. The navy yard located in Portsmouth has rapidly expanded, and the Newport News area, on the north side of the James, is the location of a large

private shipbuilding industry. Langley Field is located nearby, as are also Fortress Monroe and Fort Storey. I am unable to estimate the actual number of out-of-State workers who have come into this area. I do know that the influx of new persons into the area has created congestion and problems of adequate housing. There is likewise a problem of recreational outlet, both for the civilian population as well as for the service groups when away from reservation areas. The health situation in this area is being closely studied, and a subunit of the State department of health has recently been set up on the Norfolk side. No acute problems of relief have yet arisen in this area, although I anticipate that there will be serious need when the defense activities begin to slacken.

The second major area in concentration, so far as local adequacy to meet the situation is concerned, is probably found in the Radford area. This area is undergoing expansion because of the construction of a large powder plant for use by the Hercules Powder Co. There is also to be constructed a bag packing plant to function in conjunction with the powder plant. These two industries will together give employment to something over 20,000 persons. Inadequate local housing facilities in this area have resulted in a good bit of commuting being done by railroad, personal automobile, and other modes of transportation, as far east as Roanoke and as far west as the farthest Virginia counties. The city of Radford contains a population of approximately 7,000 persons. It can, therefore, be readily appreciated that the influx of so large a body of workers presents many real and potential problems.

The major activity in the Richmond-Petersburg-Hopewell area is in connection with the construction activities at Camp Lee. Because of the concentrated populations normally residing in this area, the additional workers coming in from outside have not been quite so noticeable as in other areas of smaller populations, where such concentration occurs. There will, however, no doubt be the specific problem of recreational facilities for the service groups in Camp Lee when the men are sent there for training.

The northern section of Virginia illustrates the concentration brought about by the construction work at Fort Belvoir. A great many of the laborers engaged in these construction activities are commuting from Washington and points north, as will readily be observed by one who attempts to make traffic southward when the day's work shift is being effected.

I might mention that Virginia has made a definite effort to keep itself apprised of these current problems through the creation of a State defense council, and regional defense councils. Such regional defense councils are now found in the Hampton Roads area, the Radford area, the Richmond-Petersburg-Hopewell area, the northern Virginia area, and the Shenandoah Valley area. The regional defense councils are comprised of representatives of local governing bodies and other outstanding citizens, representing civic, business, and professional interests.

I feel that today the situation is pretty well in hand, from the standpoint of organization. It is necessary to keep currently apprised of what is developing. I cannot predict the scope and extent of problems yet to come, particularly the aftermath of employment activities in defense areas.

EXHIBIT 10—NORTH CAROLINA

REPORT BY W. R. CURTIS, DIRECTOR OF RESEARCH AND STATISTICS, STATE OF NORTH CAROLINA UNEMPLOYMENT COMPENSATION COMMISSION, RALEIGH, N. C.

MARCH 22, 1941.

Due largely to defense construction, complete placements increased from 12,794 in October 1940 to 29,620 in February 1941, and totaled 88,550 for this 5-month period. Although the offices which serve the projects report the placements, almost two-thirds of the applicants placed were recruited and referred by other offices. This has meant that all the offices of the State have participated in furnishing workers for defense construction. To a large extent the offices which actually serve the defense construction projects have, therefore, functioned as funnels for placing applicants recruited and referred by other offices.

ANALYSIS

The influence of the defense construction projects is demonstrated by the fact that during the 5-month period from October through February more than two-thirds (67.5 percent) of all complete placements were reported by the offices which serve such projects.¹ The proportion increased from 43.3 percent in October to 84.9 percent in February, as the summary table below shows:

Complete placements, October 1940-February 1941

	October 1940	Novem- ber 1940	Decem- ber 1940	January 1941	February 1941	5-month total
Total.....	12,794	12,846	13,886	19,404	29,620	88,550
Placements in selected offices.....	5,541	7,136	7,800	14,191	25,139	59,807
Percent, selected offices of total.....	43.3	55.6	56.2	73.1	84.9	67.5

Fayetteville, which serves Fort Bragg, was the only office reporting placements made to a defense construction project in October, November, and December. The Wilmington offices, which serve Camp Davis, began reporting such placements in January, and the Charlotte offices, which serve the Douglass air base, began reporting in February. Of course, not all placements reported by these offices were made to defense construction projects, but most of them were. Generally speaking, therefore, the placements reported by these offices can be considered to be placements made to defense construction projects.

Although the offices which serve the defense construction projects report the placements that are made to the projects, almost two-thirds of the applicants placed on the jobs have been recruited by other offices. This means that there has been a tremendous expansion of clearance placements. That this is so is demonstrated by the fact that, for the first nine months of 1940, less than 1.0 percent of the complete placements were clearance placements, while for the five-month period from October through February more than 40.0 percent of the complete placements were clearance placements. Additional details concerning the expansion of clearance placements are given in the summary table below:

Total complete placements and total clearance placements, first 9 months 1940, and October 1940-February 1941

	First 9 months 1940	5 months, October 1940-February 1941					5- month total
		October	Nov- ember	Dec- ember	Jan- uary	Feb- ruary	
Total complete placements.....	57,893	12,794	12,846	13,886	19,404	29,620	88,550
Total clearance placements.....	455	2,612	4,193	4,898	7,602	20,045	39,350
Percent, clearance of complete.....	0.8	20.4	32.6	35.3	39.2	67.7	44.4

More than 99.0 percent of the clearance placements reported during the 5-month period from October through February were made by the offices which serve defense construction projects, as the table below shows:

¹ In the tables presented here the offices which serve defense construction projects will be referred to as "selected offices." In October, November, and December 1940, "selected offices" include only Fayetteville; in January "selected offices" include Fayetteville and the two Wilmington offices; in February, "selected offices" include Fayetteville, the two Wilmington offices, and the two Charlotte offices.

Total clearance placements and clearance placements made by offices which serve defense construction projects, October 1940–February 1941

	October 1940	Novem- ber 1940	Decem- ber 1940	January 1941	February 1941	5-month total
Total clearance placements.....	2,612	4,193	4,898	7,602	20,045	39,350
Clearance placements, selected offices.....	2,569	4,179	4,864	7,577	20,003	39,192
Percent, selected offices of total.....	98.4	99.7	99.3	99.7	99.8	99.6

As was pointed out above, almost two-thirds of the placements reported by the offices which serve defense construction projects have been clearance placements. In terms of jobs, this has meant that, during the 5-month period from October through February, more than 39,000 jobs were filled with applicants recruited and referred by offices other than those which actually made the placements. Details concerning this point are given in the table below:

Total complete placements and total clearance placements, selected offices, October 1940–February 1941

	October 1940	Novem- ber 1940	Decem- ber 1940	January 1941	Febru- ary 1941	5-month total
Total placements, selected offices.....	5,541	7,136	7,800	14,191	25,139	59,807
Clearance placements, selected offices.....	2,569	4,179	4,864	7,577	20,003	39,192
Percent, clearance to total.....	46.4	58.6	62.4	53.4	79.6	65.5

Applicants placed on jobs on defense construction projects have been recruited and referred through clearance by every office in the State. The offices nearest the major projects have, of course, led in the referral of applicants placed on jobs. During the 5-month period from October through February the 10 highest offices accounted for more than two-thirds of the referrals that actually resulted in clearance placements. The 10 highest office areas, as distinguished from offices (some office areas have 2 offices), accounted for more than seven-tenths of the referrals that actually resulted in a clearance placement. The table below shows the offices and office areas that led in referrals that resulted in clearance placements.

Offices and office areas which led in referrals that resulted in clearance placements, October 1940–February 1941

Office	Clearance subtractions ¹	Office area	Clearance subtractions ¹
Lumberton.....	7,000	Lumberton.....	7,000
Goldsboro.....	4,539	Kingston.....	5,001
Kinston (W).....	4,035	Goldsboro.....	4,539
New Bern.....	2,584	New Bern.....	2,584
Wilson.....	2,330	Wilson.....	2,330
Sanford.....	1,953	Sanford.....	1,953
Greenville.....	1,720	Greenville.....	1,720
Wilmington (W).....	1,183	Durham.....	1,348
Kinston (C).....	966	Wilmington.....	1,247
Henderson.....	920	Henderson.....	920
Total, 10 offices.....	27,230	Total, office areas.....	28,642
Percent of State total.....	65.6	Percent of State total.....	72.2

¹ A referral of an applicant to a clearance opening is called a clearance subtraction if the applicant is accepted and actually placed on the job.

[A table, "Clearance substations, by office, October 1940–February 1941," was included at this point and is held in committee files.]

In addition to the 59,807 complete placements reported for the 5-month period October through February by the offices serving defense construction projects, they also reported a total of 11,668 supplementary placements for the period. The complete and supplementary placements together total 71,495. Since most of the supplementary placements were clearance placements and were reported as supplementary because of inadequate information, they can be added to complete clearance placements in order to determine the part played by clearance machinery in manning defense projects. Clearance placements and supplementary placements for the offices which serve defense projects total 50,860 for the period. Total clearance placements thus amounted to 71.1 percent of the total placements made on defense-construction projects. Seven out of every ten jobs were filled by applicants recruited and referred by other offices.

REPORT BY R. EUGENE BROWN, ASSISTANT TO THE COMMISSIONER AND DIRECTOR
FIELD SOCIAL WORK SERVICE, THE NORTH CAROLINA STATE BOARD OF CHARITIES
AND PUBLIC WELFARE, RALEIGH, N. C.

MARCH 25, 1941.

The migration of workers to defense projects in North Carolina so far has been felt chiefly in the southeastern part of the State. The largest number of workers employed on the \$34,000,000 construction project at Fort Bragg at one time was 35,000. The Camp Davis construction project at Holly Ridge at one time employed around 22,000 workers. The work at Fort Bragg is practically completed now and workers have been leaving this area for over a month. Since men were being released from this project about the time the work was getting well underway at Camp Davis, a large number of these workers were able to get work immediately at Camp Davis. Consequently the after effects of the migration into the Fort Bragg area has not created the serious problems which were expected.

The State employment service has been able to supply workers for both of these projects in a most satisfactory manner and for this reason the migration of workers to these areas has been orderly.

Housing facilities have, of course, been greatly overtaxed in both areas, but the situation is much more acute at Holly Ridge in Onslow County. The greater portion of the workers at Camp Davis are commuting from distances as great as 80 miles. Many workers have made living arrangements in villages and with rural families within a radius of 25 miles of Camp Davis.

Workers have gone to the defense areas from all over North Carolina and the employment service estimates that around 10 percent of the workers have come in from other States. As a rule workers have not taken their families.

Since the work is now nearing completion at Camp Davis, many of those employed there will move on to the marine base project on New River near Jacksonville, Onslow County, which is only a short distance north of Holly Ridge.

There are also indications that a marine air base will be established in Pamlico County near New Bern, about 40 miles north of Jacksonville. The United States Maritime Commission has extended contracts amounting to \$5,140,000 to the North Carolina Shipbuilding Co. at Wilmington. This will mean employment of 1,500 to 3,000 skilled and unskilled workers, many of whom will migrate to Wilmington with their families from various parts of North Carolina and outside the State.

MANY MIGRANTS ARE FARMERS

Many of the migrants are farmers, farm tenants, and farm laborers. Farm owners are already greatly disturbed because of the farm-labor shortage. The strawberry, string-bean, and potato growers are seriously concerned about the expected labor shortage for harvesting their crops. It appears, too, that many persons who earn their living from farming will return too late to plant crops this season.

At present there is little evidence of migration which is not justified by employment. However, when the construction projects are completed, migrants who are unable to move on to other work will face the usual serious economic

problems because of the general practice of employing local people for local work.

General relief in North Carolina is a local responsibility since no State funds are available for this purpose. Most of the eastern North Carolina counties are able to provide for their own people inadequately and it is, therefore, apparent that they will be unable to assist migrant families, and individuals who find themselves stranded in the eastern counties. The eastern counties are also inadequately staffed so far as social services are concerned.

Since Onslow and New Hanover counties are the counties chiefly concerned about the large migration of workers at this time, you may be interested in the following quotations from a report submitted by the Onslow County superintendent of public welfare; and the attached copy of a special report on New Hanover County and the county seat, Wilmington, which was prepared by our field representative and the superintendent of public welfare.

ONSLOW COUNTY

"1. *Housing facilities.*—Rooms in the town of Jacksonville are renting for \$2 to \$3 per week per person with an average of two to four persons per room. Private rooms are renting for \$5 per week. Before defense-project operations started in the county on December 20, 1940, rooms rented at an average of \$10 per month. If two persons were in the room, the cost per month was \$5 each. According to the chairman of the housing committee of the town, 1,000 persons have been placed through their services. There are at present 500 rooms registered and there are 200 persons awaiting rooms when available in the town of Jacksonville.

"According to the chairman of the defense committee of the county, the town of Jacksonville needs 100 units for the present civilian population (that is prior to any defense operations in the county). The chairman of the committee stated that there will be 900 commissioned officers at Camp Davis and 600 noncommissioned officers. It is understood that 100 houses or living units will be furnished for noncommissioned officers and that the marines will provide living quarters for 475 officers. No provision, as we understand, is made for commissioned officers at the camp as their salaries are sufficient to make their own renting arrangements, but the fact remains that there are no private homes or living units to be rented in the town. One hundred units are needed for the present civilian population and some sort of arrangements will have to be made for Onslow County's portion of the 900 commissioned officers who will want to rent living units.

"The only hotels in the county are the River View, capacity of 40; Tarrymore at Swansboro, capacity of approximately 50; U-Spin-In and New River Lodge both in Jacksonville. None of these structures are modernly equipped, heated, nor provide more than bare necessities.

"2. *Educational facilities.*—The county superintendent of schools indicated that he anticipated an additional enrollment in the county of 2,524 due to defense operations, which will mean a total of 71 new classrooms that will be needed.

"3. *Recreational facilities.*—At present recreational facilities are practically nothing. There are three theaters in the county; namely, Richlands, Onslow, and Swansboro. Both the Montford's Point Beach and the Onslow Beach will no longer be available for recreation as both are within the marine-base area.

"4. *Health facilities.*—The district health officer stated this week that the health department is meeting the needs of the county so far as developments have occurred. The State office has already given additional personnel to handle sanitation, trailer camps, etc.

"5. *Special relief problems.*—At present there have been no relief problems as the result of migration of labor into the community; however, when defense projects begin to lay off laborers, there are absolutely no funds to meet the need when it does occur. Also, there are no facilities for taking care of transients other than the jail and the county home, of which both are full all of the time. No organization in the county has funds with which to rent rooms, pay boards, etc., for stranded persons. So far there has been no problem of unemployment; however, since farm laborers have left the farms and gone to the defense projects, there will have to be some arrangement made to handle the unemployment problem when the construction projects are completed."

REPORT ON NEW HANOVER COUNTY BY J. R. HOLLIS, SUPERINTENDENT OF PUBLIC WELFARE

MARCH 11, 1941.

A survey made recently by Work Projects Administration and other agencies revealed inadequate facilities to house workers on defense projects and to house officers and noncommissioned officers from Camp Davis who are to be stationed here. The Federal Housing Authority is now working on this proposition and a good many private individuals are building homes for rent and for sale but the problem still remains acute.

The department of public welfare and the Associated Charities have both received reports from their clients of increase in rents which they are unable to meet unless additional funds can be granted them.

The department of public welfare so far has about 90 cases out of 758 assistance cases reporting increases in rents.

The board of education through the superintendents of schools reports an increase of 500 students entering the schools since January 1, 1941, and states that this increase has taxed the buildings to capacity and that the schools are unable to absorb a greater increase without an increase in building and teaching facilities. In some instances classes are being taught in basements.

RECREATION

There are five playgrounds and parks within the city limits in addition to some smaller playgrounds in connection with the public schools. Immediately outside of the city is a large recreational center which has buildings and a stadium sufficient for large gatherings and public games. There are two popular beaches in the county—Wrightsville Beach, lying 8 miles from Wilmington and Carolina Beach, 18 miles from Wilmington. Both provide excellent facilities in the summertime.

There are numerous baseball diamonds situated throughout the county with a very active amateur baseball league functioning throughout the summer.

HEALTH FACILITIES

A consolidated board of health functions both for the city and the county affording free clinics to those unable to pay, with one full-time resident physician to care for the outside visits and clinic treatments. There are three general hospitals in the county: James Walker Memorial Hospital, Bullock Hospital, and Community Colored Hospital.

The Bullock is privately owned while James Walker and Community are public. James Walker takes both white and colored and the Community takes colored only. In addition to this the Red Cross Hospital, also publicly owned, takes care of tubercular, both white and colored; however, this is a very small hospital. In the summertime a privately owned babies' hospital is operated on Wrightsville Sound.

Due to the new population coming in, the clinics at the health department shows a decided increase, viz, January 1940, for home visits, office visits, and clinic visits, 1,235. February 1940 shows 1,084, while January 1941 shows 1,465, and February 1941 shows 1,281. This is an increase in both months over and above those same months in 1939, and can well be charged to the increased population. In addition to this there has been an increase in the number of transients in our hospitals.

A new situation has arisen due to the increased population and that is the group living in trailers. We have never had trailer camps and it is estimated that there are now about 100 trailers in the county and the sanitation is becoming a problem which so far has not been met by increased facilities for their care.

SPECIAL RELIEF PROBLEMS DUE TO MIGRATION OF LABOR

The problem caused by migratory workers are reflected in the reports of the Travelers Aid Society, the Salvation Army, and Associated Charities, and Department of Public Welfare. The Travelers Aid for comparison shows 54 cases handled in January and February of 1940 and 234 cases handled in January and February of 1941. The Salvation Army shows that in January 1940 they assisted 105 transient men and 8 women and children; gave 148 lodgings with

335 meals. In February 1940 they assisted 114 transient men and 10 women and children; gave 210 lodgings and 345 meals. In January of 1941 they assisted 389 transient men and 20 women and children and gave 425 lodgings and 779 meals and in February 1941 assisted 690 transient men and 33 women and children and gave 799 lodgings and 1,598 meals. Most of the transient cases that came to the Associated Charities and Department of Public Welfare were referred to the Travelers Aid Society and the Salvation Army unless hospitalization or some other special care was needed.

INFLUX OF UNEMPLOYED WHO HAVE FAILED TO GET JOBS

There have been a good many who came in and failed to get jobs and were assisted temporarily either by the Associated Charities, Welfare Department, Traveler's Aid, or Salvation Army. However, no accurate figures are available because in numerous instances solicitation on the street was engaged in and no record was made to any agency. A good many were seen quartered for the nights in public buildings, especially the basement of the county courthouse.

USE OF DEPARTMENT OF PUBLIC WELFARE BY SELECTIVE-SERVICE BOARDS

The Department of Public Welfare has extended its facilities to the investigation for these selective-service boards but, due to the fact that New Hanover County had a large number of voluntary enlistments, very few calls were made by the draft board in January or February. The welfare department was called upon to handle 16 cases during the month of February, and so far 8 have been handled during the month of March. This service, of course, depends entirely upon the number of men called by the local board and those of our immediate territory. We have had two outside calls for investigation.

EXHIBIT 11—FLORIDA

REPORT BY A. FREDERICK SMITH, RESEARCH AND STATISTICS DEPARTMENT, FLORIDA INDUSTRIAL COMMISSION, TALLAHASSEE, FLA.

FEBRUARY 22, 1941.

It appears that defense migration in the State of Florida is not as acute as it was in November. In November when Camp Blanding, near Starke, Fla., was under construction there were thousands of transient workers attempting to secure jobs at this camp. They were camped in the worst squalor imaginable in the vicinity where it was possible to stop. Severe suffering resulted and it became necessary for the State welfare board, the Salvation Army, the American Red Cross, and the State board of health to step in and aid these workers.

Since November there has been considerable migration in other areas of the State, but the migration apparently has not resulted in such severe suffering as occurred at Camp Blanding. Much of the migration has been the result of clearance between local employment offices and local labor unions so that it has been controlled to a greater extent than in the past. Housing in some areas is apparently needed for workers. We would suggest that where large construction projects occur in other States, in accordance with our experience, it is necessary that housing and the welfare of workers be considered on at least the same level with the necessity of the actual construction work. This is particularly necessary when the construction project is somewhat isolated from a large city as was the case of Camp Blanding which was located 45 miles from Jacksonville.

EXHIBIT 12—ALABAMA

REPORT BY LOULA DUNN, COMMISSIONER, DEPARTMENT OF PUBLIC WELFARE, STATE OF ALABAMA

MARCH 6, 1941.

We have communicated with our county departments of public welfare in those areas of the State most directly affected by defense activities and with

such agencies as the Work Projects Administration, the National Youth Administration, and the State employment service. It is already evident that the rapidly expanding defense industries in certain areas of the State are accelerating interstate and intrastate migration. This seems particularly true around Mobile, Birmingham, and the Tennessee Valley Authority section. It is apparent that younger skilled workers are being employed while older unskilled labor is infrequently employed on defense projects. Many of these older, unskilled workers are still dependent on Work Projects Administration for employment. Industrial-defense expansion in Alabama is, however, too recent for us to give accurate figures which would indicate the extent of the changes taking place in the State.

The brief which I filed with your committee last summer has been reviewed. The recommendations made then should be emphasized in relation to "defense migration," namely, the need for extension of Federal grants-in-aid to include general relief to the resident and nonresident, these grants to be made on a variable matching basis, the desirability of national planning for more nearly uniform settlement laws and interstate agreements in handling nonresident cases; the continuation of the Federal works program, and the strengthening and extension of the public employment agencies. Special emphasis should be given to the importance of Federal planning for the orderly direction and employment of labor in the areas where defense programs are located.

You will recall that the Council of State Governments at its January meeting recommended that the States, through Federal grants-in-aid, handle transient relief as a part of their general relief programs. This council also pointed up the need for uniform settlement laws.

A meeting of 12 county directors of public welfare was held in the office of the State department on February 3 for the purpose of discussing the effect of defense on the public-welfare program. Transiency and its attendant problems, as you can well imagine, was a vital factor in the discussion at this meeting. While this report gives no figures, I believe it indicates the range of problems which present themselves for the consideration of your committee. I am, therefore, attaching extracts from the report of this meeting. You will see that we are now engaged in a "spot study" in all counties known at this time to be affected by defense activities. Work Projects Administration is making a similar study of its case load. These studies will be completed April 1. If your committee would like, the results can be made available to you later.

I have watched with interest the work of your committee and hope its activities will be extended through this next year. I should like to see its valuable work of last year supplemented with current information and recommendations on the stupendous problems growing out of defense.

EXTRACTS FROM MEETING OF 12 COUNTY DIRECTORS AND STATE DEPARTMENT OF
PUBLIC WELFARE FOR DISCUSSION OF DEFENSE ACTIVITIES, MONTGOMERY, ALA.,
FEBRUARY 3, 1941

Since the beginning of large-scale national-defense developments during 1940, the State department of public welfare has endeavored to keep the county departments abreast of national-defense activities and, at the same time, has continuously received from the counties current information regarding the varying local situations. In the fall of 1940 the effects of defense on the public-welfare program indicated the need for closer coordination in planning adjustments in policies and procedures within the department of public welfare.

The State department and its county units have throughout their existence aligned their interests with those of other service agencies in the State. Participation by county departments in the work of county councils of service agencies which are in operation in nearly every county has proved an effective means of pointing up local problems and of developing intracounty cooperation.

This planning at the State and county levels led to recognition of the desirability of a meeting of both groups in joint conference for mutual exchange of ideas. The commissioner of public welfare, therefore, extended an invitation to public-welfare directors from the 12 counties most directly concerned with growing defense activities to meet in Montgomery on February 3. (See attached map.) [The map referred to has been placed in the committee's files.]

The conference was opened with an outline of the following purposes for which the meeting was called:

1. The need for exchange of ideas between (1) different county workers and (2) between county and State groups.

2. The need for clear awareness of the inevitable change of emphasis on the public welfare job of both State and county departments as a result of the impact of defense.

3. The need for defining responsibilities and opportunities in order to develop means of dealing with problems as they arise.

ACCEPTANCE OF RESPONSIBILITY

Considering these three purposes the group was reminded that, when defense activities were first begun, the President pointed to the need for conserving human resources and to the significance of the welfare aspects of the program. These statements by the President place on the departments of public welfare an obligation to anticipate the changing scope of public welfare responsibilities and to participate in determination of how those responsibilities (new or changed) can best be assumed.

Federal defense planning was reviewed briefly for the group and descriptive material on the subject was distributed to those present. This meeting was called for welfare business, in other words, to learn the scope of the problem, how public welfare agencies can gear their administrative structure to meet the changing needs of communities, and what additional resources (Federal, State, and local) are needed.

To this end, each director discussed briefly the effects of defense activities in her county. In order to clarify discussion, the counties represented were classified into three groups:

(1) Those counties having either cantonments or training centers: Calhoun County with Fort McClellan; Russell County with overflow from Fort Benning and Columbus, Ga.; Dallas County with an air-training center; Montgomery County with Maxwell Field and the basic training school.

(2) Those counties with new plants or construction projects: Talladega County, including the Childersburg area; Calhoun County with ammunition dump; Etowah County with a shell-forging plant; Colbert County with three industrial defense projects; Mobile County with shipyards, a city airport, and an Army air supply depot; Jefferson County with industries contributing to defense projects.

(3) Those counties, in addition to the ones in the first two groups, adjacent to and directly affected by defense activities: St. Clair County, adjoining Talladega; Lauderdale County, adjoining Colbert; Shelby County, adjoining Talladega.

The discussion revealed that the group recognized the varying problems resulting from differences in the nature of the defense activities in or near each county and consideration was given to local situations and to such factors as population, extent of industrialization, number of incorporated municipalities, previous experience with "boom town" problems, etc.

COMMUNITY COOPERATION

County directors indicated that they are rapidly recognizing that each agency's operations are now more than ever a part of a pattern of community service and that successful function in one agency is conditioned upon the programs of the others. The efforts already made to bring about interagency coordination are an index to the general community awareness of the impact of defense. Different attitudes were apparent from county to county due to variance in the nature of the projects developed and to the extent of each community's experience in dealing with like situations. Those areas familiar with industrial expansion and Army developments are finding adjustments easier. The group discussed the extent to which each local defense area was responsible for and able to cope with new problems which are arising. The question was raised as to whether the Federal Government might not share the cost of expanded community services. Childersburg was used as an example—a town of 500 where 14,000 workmen will soon be employed.

HOUSING

Another significant problem of concern in every defense area was that of housing.

In two counties, Calhoun (Fort McClellan) and Talladega (Childersburg), the necessity of relocating families because of the purchase of land for defense projects is a paramount problem. Calhoun County has its program well under way with the Farm Security Administration and Extension Service assuming major responsibility for this task and the department of public welfare assisting public-assistance families in finding new homes. In Talladega County the movement has scarcely begun as the survey of land for this project is not yet complete. The Farm Security Administration in this county has been particularly active in planning for the relocation of the families. Although land has been purchased for defense projects in both Mobile and Etowah Counties, the question of displaced families is not a serious one because the land is not in the residential area in either county.

Acute housing shortages and the attendant increase in rental prices are prevalent in some of the counties already and they are anticipated in other areas. Mobile, Lauderdale, and Calhoun counties report that it is practically impossible to find vacant houses in the towns. The chamber of commerce of the Tri-Cities (Tusculum, Florence, and Sheffield) has arranged a system of clearance on available rental space. Colbert County is seeking a 260-unit defense-housing project and, under private auspices, is doing a great deal of building. Some counties are experiencing the added difficulty of having public assistance clients evicted because they are not able to pay the increased rent. As these people are being evicted they are finding it extremely difficult to make living plans and are often being forced into less desirable homes, thus lowering living standards because relief grants usually cannot be increased in proportion to greater living costs.

RECREATIONAL FACILITIES

One subject on which there was extended discussion was that of lack of adequate recreational facilities in the counties represented at the meeting, especially those having either cantonments or air-training schools. In every case the influx of Army personnel has taxed the existing recreational centers far beyond their capacity. While the awareness of the need for extending recreational programs is common to the several counties in this group, the efforts made to meet the problem vary widely.

It is evident that there is need for full utilization of all public and private resources if adequate recreational facilities are to be made available. In general some of the most-pressing needs described were (1) more recreational centers, (2) expansion of library projects, (3) cooperation with ministerial associations, and (4) participation of civic clubs in planning recreation.

CHILD WELFARE

Special concern was expressed over problems of delinquency arising in and about defense areas. These problems are most apparent in the vicinity of cantonment and training centers.

In the discussion delinquency, illegitimacy, and broken homes were seen as some of the direct outgrowths of defense activities. There was a keen awareness of the need for additional preventive services. It was suggested that child-welfare services might be designed to offset the social disadvantages in rapidly developing defense areas. These services would coordinate recreational programs, prevent exploitation of children employed in undesirable places, and emphasize positive factors in community planning for children.

THE CHANGING RELIEF PICTURE

The group gave consideration to the changing relief picture. Primary factors bringing about this change included relocation of families from defense sites, migration of workers to industrial centers, the effects of the expansion on public welfare case loads, and the problem presented by higher living costs and continued low-assistance grants.

In the areas where large tracts have been purchased by the Federal Government for defense operations, the problems of relocating the families who had lived within these areas is a major one. Although county agents and Farm Security supervisors have assumed the major responsibility for the relocation of families, county welfare departments have felt an obligation to give intensive service to those families within the area who were receiving public assistance.

While no statistics are yet available it is reported that in the counties where defense operations are under way or which immediately adjoin these areas there seems to be a definite migration from the farm to industrial work, particularly in the case of tenant farmers. It was cited that the migration resulting from three successive crop failures in certain areas of the State has been greatly accelerated by defense industries.

Problems have also been noted pertaining to the influx of workers to defense areas where there are numerous transient centers, trailer camps, and other makeshift living arrangements where the transients and migrant workers have located.

Of major concern were the intercounty and interstate relationships of social agencies which were growing in importance because of the numerous nonresident families in the defense areas. All of the counties reported a decided increase in out-of-town inquiries being received daily.

In one county where heads of the families had migrated and secured private employment with substantial pay, the director reported that the department is receiving numerous requests from other counties and other States to locate these individuals and to secure contributions from them for the support of families elsewhere who are receiving or in need of assistance. She cited the case of a man who was earning \$283 per month on a defense job in Alabama while his wife and three children were receiving public assistance in a distant State. The difficulty in contacting these workers and the poorly defined lines of responsibility between State agencies emphasized one of the problems resulting from a rapidly shifting population.

The regular review of cases under care has already revealed valuable information and pointed up significant facts concerning the effect of defense on the public assistance case load. It was, therefore, agreed that a "spot check" of all active public assistance cases would be made in areas where defense projects are already in operation or have been approved. A tabulation of findings will be summarized and supplemented with descriptive comments pertinent to the effects of the defense program on the public assistance case load.

PLANS AND CONCLUSIONS

It was decided that this meeting would be the first of a series. The second meeting will take place the last of March when the "spot check" is completed and the results tabulated. Other meetings will be held from time to time in order that the State and county departments may have a clear awareness of the inevitable change of emphasis on the public welfare program and may jointly develop ways and means by which these changing needs can or should be met.

EXHIBIT 13—TENNESSEE

REPORT BY E. M. NORMENT, DISTRICT MANAGER, STATE EMPLOYMENT SERVICE,
NASHVILLE, TENN.

MARCH 11, 1941.

In regard to the Memphis situation caused by the building of Du Pont Powder Co., Memphis, being a large city, had very little trouble handling the migratory situation. Of course, it caused crowding in some schools and somewhat of a traffic problem on the highway leading to the plant, but the influx of migratory labor was easily taken care of through the numerous homes and boarding houses in Memphis. Memphis is a very highly organized town on all lines and the health, education, and recreation department of the city and county function very efficiently and I believe from observation of numerous cities, this one is probably better equipped to handle large crowds than some of them.

In the new shell-loading plant at Milan, we are going to find a very serious housing situation and a very serious lack of health, education, and recreational facilities. Already large crowds of people have taken up practically all homes and places to stay and houses that would normally rent from \$25 to \$30 are bringing from \$75 to \$150. One enterprising outfit has brought in about twenty-odd old streetcars and are remodeling them into bunkhouses. Lots of small shacks and bunkhouses are being built by private parties and, of course, fairly high prices are being charged.

The greatest influx of migration already started in that area are unskilled and semiskilled workers for whom there is the least demand. This is in spite of the fact all papers have carried articles that people displaced from land acquired by the Government will be given preference in employment. Also, it has been widely published that this is a union job and all workers will be employed through the unions. Very few outside workers have been employed as yet, and in skilled trades this situation does not exist, as most of them are employed in the home towns and those unemployed generally check with their respective unions before going to the vicinity of new jobs.

We fear the same situation will arise here as in Camp Forrest near Tullahoma, Tenn. and Alexandria, La., where people slept in automobiles or any other places where they could find shelter. We hope the lessons learned concerning sanitation at these places will cause the health department officials to arrange temporary toilet facilities and water supply, etc., in convenient spots for those who gather outside employment offices. We found that at the Tullahoma office, during early construction on Camp Forrest, several thousand would gather daily waiting around the office creating a health hazard as well as congesting traffic. I am enclosing copy of letter received from Chattanooga concerning this but the figures are not very accurate as over 21,000 people were worked on this job at the peak. I am sorry they did not enclose any pictures.

SMALL CITIES OVERWHELMED

I am also enclosing copy of letter from Knoxville. Neither of these have covered the main point of health, housing, education, and recreational problems that were created by the large influx of migratory labor. From personal knowledge and talking with the various individuals from these localities, I believe that the location of large plants near the small cities or villages unless suitable quarters are built in advance, creates a problem entirely beyond control of local authorities. They are not equipped to care for the education of their families or housing them and their health departments are entirely inadequate to take care of the large number of workers to build plants and operate them after building.

I believe that the building of large plants could be more efficiently taken care of if built near larger cities, especially those that have housing facilities to take care of extra workers and educational facilities that can be enlarged quickly. This is from the observation of Memphis and Shelby County in handling the Du Pont situation. Practically the only noticeable change that the average person could see was the traffic they could see on the highway leading to and from the plant.

We find, of course, in regard to wages, skilled workers are attracted to places where higher wages are paid. Generally the wages paid laborers are inadequate unless they have homes in the near vicinity or locality as wages for laborers cannot enable them to live near the site of job and maintain a family at home unless their salary is greatly advanced.

I am enclosing one clipping from the Jackson paper showing the crowd gathered around the temporary employment office at Milan. The barn in the rear is where most of the hiring was done and, of course, the largest portion of the crowd was gathered around it.

(The clipping referred to has been placed in committee files.)

CHATTANOOGA, TENN., March 1, 1941.

Mr. G. C. CLOYS, Jr.,

*Assistant Director, Tennessee State Employment Service,
Nashville, Tenn.*

DEAR MR. CLOYS: In reply to your letter of February 24, investigation reveals that conditions in the area served by our Cleveland office on interstate migration is of no consequence to report. However, there is a slight migration of skilled workers from the Cleveland area to those places in need of skilled workers on defense orders.

Employers in the Chattanooga area have satisfactorily met the need for skilled workers through local sources. Fort Oglethorpe (Ga.) has not had the increase in activity that would recruit workers or in any way cause a housing problem because of the need of additional workers at the post. For a period of 3 months in the Chattanooga area, it was difficult to secure skilled workers in the building trade because they had migrated to defense construction programs but while this type worker was more difficult to secure, nevertheless, there existed no actual shortage within this area. In my opinion, there were no problems involved in the migration of labor within this area that should cause any alarm or form the basis for any investigation.

The Tullahoma area was affected definitely by an influx of 15,000 workers to be housed in the vicinity of Camp Forrest project. Housing facilities were totally inadequate for these workers and the problem could not be met satisfactorily. However, at the present time, it is reported that the majority of these workers have returned to their homes and there remains only a few out-of-town employees who are able to find living quarters but not the type that are totally satisfactory to them.

Soon there will be a minimum of 31,000 soldiers at Camp Forrest and it is estimated approximately 8,000 families will move to that territory. These families will be those of officers and Federal employees at the camp. It is my information that no definite action is being taken by the community forces at Tullahoma and nearby cities to provide adequate housing for these persons.

The Tullahoma office advises it is difficult to secure domestic help for the number of families that are now requiring this type of worker. Local industries in the Tullahoma area are able to meet their need for labor with local residents.

I am informed that a Mr. Sherwood Gates was recently in Tullahoma to make a survey of the same conditions states in the request of John H. Tolan of Washington. Mr. Gates is believed to be a representative of some Federal agency and to have been working directly out of Washington. He was brought to Tullahoma by Mr. Jacobs of the Social Security Board, Nashville. Perhaps, Mr. Jacobs may be able to get more definite information concerning Tullahoma by having surveyed that area with Mr. Gates.

I should be glad to furnish any further information if it is made available to me.

Very truly yours,

HENRY S. BLOKER, *District Manager.*

KNOXVILLE, TENN., March 4, 1941.

Mr. G. C. CLOYS, Jr.,

*Assistant Director, Tennessee State Employment Service,
Nashville, Tenn.*

DEAR MR. CLOYS: Relative to your letter of February 24, 1941, I wish to submit the following information:

I have checked the back newspapers for clippings and neither of them are in our files, nor do I find any evidence of a dislocation or unusual migration of labor from this district, with the exceptions of the jobs at Radford, Va., and the one at Tullahoma. Most of the labor that has gone to both of these jobs did so on information furnished by this office. A fair estimate of the number would be about a hundred to each of the above jobs, in the following classifications: Carpenters, brick masons, sheet-metal workers, electricians, welders, painters, and plumbers. The factors of age, sex, and race did not materially affect either of the jobs, however, the rigidity of physical require-

ments played an important part in the selection. The wage differential on the Radford job played an important part during the month of January, but in February the wage scale was increased to match that of Tullahoma. The construction work at the aluminum plant in Alcoa seems to be based on long-range plans. It becomes apparent that housing facilities for the anticipated increase in personnel is being taken care of in step with the construction of the plant.

To the best of my knowledge, this is a fair summary of the items listed in the letter to Mr. Norment from the Special Committee Investigating the Interstate Migration of Destitute Citizens. I might add that there has been no unusual influx in this vicinity.

Yours very truly,

E. C. CAIN,
Assistant District Manager.

REPORT BY PRESTON VALIEN, DEPARTMENT OF SOCIAL SCIENCE, FISK UNIVERSITY, NASHVILLE, TENN.

MARCH 11, 1941.

I am submitting herewith a supplementary statement dealing with migration in the Tennessee national defense areas and under separate cover some selected newspaper clippings on social and economic aspects of national defense in the Southeast. [The clippings are being held in committee files.]

I should like to say that I feel that there is an urgent need for Federal action in helping the localities to cope with the problems created in this area by both the unguided industrial migrations as well as the purpose fully planned military movements.

The principal centers of attraction for national-defense laborers in this area have focused around Tullahoma and Milan, Tenn. In the former place the construction of a cantonment for some 35,000 soldiers brought more than 23,000 workers to this little town whose predefense boom population numbered approximately 4,500 persons. Approximately 15,000 of these workers were placed through State employment service offices. Most of the 23,000 workers were unskilled laborers but skilled workers were represented also by painters, carpenters, electricians, plumbers, concrete finishers, and other skilled construction workers. The work being largely in the field of building construction the selective factors of age and sex operated insofar as skilled construction workers are middle-aged men. It is stated that most of the skilled workers on the Tullahoma project came from the Tennessee cities of Memphis, Nashville, and Chattanooga, with the next largest contingent of skilled workers coming from Arkansas. Large numbers of the unskilled workers were said to have come from Arkansas and Alabama and many Negroes were included in this group. There was a predominance of Negroes among the unskilled workers, but Negro skilled workers were restricted largely to carpentry and concrete finishing.

The Milan project is to add about 8,000 workers to the town's normal population of 3,500 persons beginning the last of March or the first of April. It is stated that union negotiations will restrict both skilled and unskilled work more to residents of Memphis, Nashville, Chattanooga, and other Tennessee cities and towns than was true of the Tullahoma project but a considerable number of unskilled workers is expected from Alabama.

The problem of housing has been a very crucial one in both the Tullahoma and Milan projects. The Tullahoma Methodist Church converted its Sunday-school rooms into living quarters for workers. Trailers were also in abundance. In Milan between 30 and 40 streetcars which Nashville has recently abandoned will be used for sleeping quarters. One reporter states, " * * * rooms that could have been rented for \$10 a month 6 months or a year ago are now bringing that much each week."

The population influx caused by the defense program has created additional burdens for the already inadequately financed educational systems. The Office of Education has estimated that 11 Southern States will need \$39,816,241 to accommodate the children of military and industrial defense personnel. Tennessee's educational needs are estimated at \$4,205,000 in order to maintain its schools at the predefense level.

The problem of maintaining law and order is reflected in the statement by the Tullohoma chief of police that arrests jumped from 45 per month to 85 per week. Most of the arrests were on charges of drunkenness and disorderly conduct.

In Nashville and other Tennessee cities similar conditions, although perhaps not as serious, are obtaining. Many officers and enlisted men are finding difficulty in locating homes for their families in Nashville. The problem of housing and entertaining soldiers on week-end leaves is creating grave concern and receiving serious study. A casual survey of automobile licenses at the Vultee Aircraft Corporation at Nashville, reveals that workers have come from numerous States throughout the Nation. Housing facilities for many of them are reported to be seriously inadequate.

It appears that Federal action is urgently needed with respect to the provision of housing, health, educational and recreational facilities for both military and industrial defense personnel in this area.

EXHIBIT 14—KENTUCKY

REPORT BY N. H. DOSKER, ADMINISTRATOR, MUNICIPAL HOUSING COMMISSION,
LOUISVILLE, KY.

MARCH 17, 1941.

The defense activities in Louisville are still largely in the construction stage, and of course it is impossible at this time to state whether the situation will be different when these defense activities get into operation with their permanent working staff. I have asked specialists in each line to write me how the defense activities have affected housing, health, recreation, and education. This report includes a letter from each of the following:

Victor F. Williams, executive secretary, Louisville Real Estate Board.

Dr. Hugh R. Leavell, director of health.

Charles J. Reiger, Jr., director of welfare.

Zenos E. Scott, superintendent, Louisville Public Schools.

LOUISVILLE REAL ESTATE BOARD.

Louisville, Ky., March 15, 1941.

MR. NICHOLAS H. DOSKER,

Administrator, Municipal Housing Commission,

Louisville, Ky.

DEAR MR. DOSKER: Pursuant to your request at the instance of the Honorable John H. Tolan, chairman of the Committee Investigating the Migratory Worker in Defense Areas, we are submitting herewith a report on housing conditions in Louisville, Ky.

In order to properly understand the influences, if any, which housing conditions may be exerting upon the migratory skilled and nonskilled worker it is necessary to examine the general background of housing in Louisville.

This city has always enjoyed a reputation for being a single family residential community. in fact, it is a leading city in home ownership. The native population is predominantly white, with approximately 15 percent colored and 2 percent foreign born. The 1938 real property survey showed there were 73.8 percent residential structures in the single family group, 14.9 percent partially or completely converted structures, 5 percent in apartments and the remaining 10.8 percent divided between two- and three-family structures. The survey located 64,415 residential structures and 92,408 dwelling units. During the past 2 years dwelling units have increased in the greater proportion to structures due to the fact that conversion has been stepped up.

Starting with the depression year, accentuated by the flood of 1937 together with a desire of the better class to locate away from downtown Louisville, there has been a noticeable increase of converting single-family structures into multiple units. The most noticeable conversions have taken place in our south central, western, and near eastern sections. Therefore, the Louisville of today, within a 2-mile radius of the downtown section, is approximately a 90 percent multiple unit dwelling area. Almost all of the old three-story houses in the south central area have been made over into boarding or rooming houses or converted into

small efficiency apartments. These apartments consist of one or two furnished rooms, a small kitchenette and usually two or three units using a single bath. The lessees of these houses have not followed any particular plan for modernizing the conversions. This particular trend has extended into our western and near eastern sectors within the past few years. Last year a mayor's committee on rehabilitation was appointed, partially for the purpose of influencing the trend to proceed in an orderly fashion and to advocate a general fixing up of both the exterior and interior of these converted structures. This committee has been handicapped by lack of adequate financing which lack, it is hoped, will be abrogated this spring of 1941. It is believed that this committee will be able to bring about a definite revision of this trend and allow the properties to go forward into a well regulated market.

The defense activities broke over Louisville in full force during early 1941. From the early fall of 1940 there had been a gradual increase of Army people, mostly officers and construction supervisors for nearby Fort Knox, Bowman Field, and the United States quartermaster's depot. All of these families were adequately and capably housed in available houses and apartments.

In January 1941, the first influx of the migratory worker came into the city. As nearly as can be ascertained from interviewing labor officials, personnel men, etc., these workers were mostly skilled in the trades, and about 80 percent either came alone or accompanied by wives only. Among this group were a number of nearby farm hands who have come in looking for whatever unskilled work they could find.

28,000 IN DEFENSE EMPLOYMENT

From a canvass of various defense plants, private industrial plants, labor unions, etc., as of January 21, the Louisville Real Estate Board estimated that there would be about 28,000 workers employed locally in strictly defense activities. Approximately four-fifths of these men were believed to be located and housed as of January 21. That about 2,000 keymen were yet to come, and the peak of the influx would be had in May or June 1941. That not until late summer of 1941 would there be a slackening or lay-off, and by December there would be a definite lay-off of 25 percent. By January 1943 a lay-off of 40 percent, and by 1945 most of the migratory workers would either be gone or absorbed as definite residents of Louisville.

It was estimated that private industry would be able to absorb not over 5,000 of these newcomers, therefore most of the incoming workers would either drift on to other work or go back home.

The first of the workmen to come in occupied the choice houses and apartments then available. However, most of the single workers moved into boarding and rooming houses, located mostly throughout the south central area. Various reports have come to the real-estate board that the choice of this area was due primarily to the convenience of train and bus connections. Last week the secretary of the Kentucky State Federation of Labor told me that the skilled labor influx had practically stopped, that he didn't expect another influx until 100 or so machinists came in sometime in early summer, at which time construction would begin to taper off.

On January 17, the Louisville Real Estate Board, at the request of the mayor's committee on military affairs, inaugurated and set up at board headquarters a rooms rental service. The newspapers carried open-faced ads for 2 weeks requesting people to list rooms with this service. As of today this service (staffed by volunteer and National Youth Administration workers) have accommodations for 2,500 people, the type of accommodations varying from small efficiency apartments to furnished rooms. Since its inception, the service has been able to place approximately 500 workers satisfactorily. No money has been made available to carry out an inspection service for the listings carried, but by telephone and volunteer work contacts, the service has been able to check upon 75 percent of the places. No so-called kick-backs or complaints have come to board headquarters, therefore it can be assumed that the placement service has been capably administered. Notices of this service have been placed and registered with the labor unions, hotels, industrial plants, etc. An example of the good work which this service has done will be noted from the fact that in 1 day it was able to place 23 skilled pipe men.

The staff at board headquarters have watched the rental situation upon the rooms-listing service and have been able to guide the rates. Therefore, from this standpoint there has been no rent profiteering.

The rental-rate situation in Louisville has been operating very smoothly, judging from experience. The Louisville Real Estate Board on February 7 offered to

the mayor its full cooperation in investigating complaints of rent profiteering. Since that date we have received only three complaints. One proved to be a gross misstatement of fact; another that the complaining sublessee was enjoying a comfortable income due to the subleases. The third complaint came in yesterday and involved a raise from \$18 to \$24 a month. It will be investigated within the next 2 or 3 days.

A survey of our members shows a standard increase of rentals on new leases alone of about 8 percent, or \$2.50 on \$40. This increase just about covers the expense of repairing the property, something which local owners have had to bear for the past 15 years. These figures are also supported by a recent survey of the United States Labor Department of rental conditions in Louisville.

When it is considered that taxes have been taking 25 to 30 percent of the gross rental and in addition 3 percent for insurance and depreciation (all of which expense is analogous to a first mortgage) it is surprising that the properties have been improved as they have. Also various requirements to meet our present standards of living and rising labor costs must be considered, such as new plumbing and other new household fixtures. In view of the whole rental picture and the rapidly changing scene of tenants moving about, the general rental situation in Louisville appears to be favorable.

Through frequent surveys we are making a sincere attempt to keep in close touch with the vacancy situation. Our October 1940 survey revealed a 1.3-percent vacancy in single-family dwellings and 5 percent in apartments. On January 21 these had dropped to 0.8 percent and 2 percent, respectively. The inner 2-mile circle described above naturally shows the highest occupancy, whereas the greatest number of vacancies are in our eastern section. No attempt has been made to survey districts located 8 to 15 miles beyond the city limits, where we understand there are numerous vacancies.

Home building in 1940 began to go forward. Heretofore private builders had been operating discreetly, due to an uncertainty of just how far subsidized housing was going. But with the advent of news of defense activities these private builders went into operation. Several members of our board counted 1,680 new houses yesterday under construction which will be ready for occupancy by July 1. Also the builders yesterday told us that 1,970 new houses were contemplated to be ready by October.

In conclusion, I might add that here at the headquarters we are doing all we can to see that each and every newcomer is adequately and safely housed.

Very truly yours,

LOUISVILLE REAL ESTATE BOARD,
VICTOR F. WILLIAMS, *Executive Secretary*.

CITY OF LOUISVILLE, KY.,
DEPARTMENT OF PUBLIC HEALTH,
March 15, 1941.

Mr. NICHOLAS DOSKER,

Louisville, Ky.

DEAR MR. DOSKER: In accordance with your request for information as to how the influx of people into the city because of defense activities, I submit the following:

1. The city hospital has had to care for a number of nonresident patients within the last few weeks and months. Many of them have been persons who expected to obtain work here in Louisville and were unable to do so and when they became ill were left stranded. Others, even though they had jobs, had communicable diseases which could be hospitalized in no place other than the city hospital. Others again, had been working only such a short time before becoming ill that it was necessary to take them into the city hospital rather than a private hospital.

2. In the field of child hygiene or well child conferences we have noticed a marked increase of nonresidents composed of families of workers.

3. Prenatal cases have increased. Many women have come to town with their husbands during pregnancy and because of no income or a very low income, it has been necessary for the health department to care for them.

4. The division of sanitation has experienced some problems through an influx of trailers which always present sanitary difficulties.

5. The division of sanitation has also had the problem of meeting with overcrowding in rooming houses particularly in the central part of the city. Many of these places have had very poor sanitary conditions.

There are other phases of our program which have been affected to a less extent. It is impossible to estimate just how much the influx of people to the city has affected the present high incidence of measles, mumps, and scarlet fever, though I think unquestionably, it has played a part.

I trust this information will be helpful to you.

Sincerely yours,

HUGH R. LEAVELL, M. D. Dr. P. H.
Director of Health.

CITY OF LOUISVILLE, KY.,
DEPARTMENT OF PUBLIC WELFARE,
March 14, 1941.

Mr. NICHOLAS H. DOSKER,
*Administrator, Louisville Municipal Housing Commission,
Louisville, Ky.*

DEAR MR. DOSKER: Yesterday you asked me for a statement as to the effect on our recreation program of persons coming into Louisville because of the defense program.

As nearly as I can express an opinion on this question, I would say that it is our feeling that increased demands upon our division of recreation on the part of defense workers constitute a potential rather than an immediate burden upon our facilities. We cannot tell at this point how extensive this may be as we have not as yet experienced any unusual demand upon our services that could be attributed solely to the defense program. Obviously, however, if our population increases by virtue of increased defense activities in this area, we may in the future have to face an expansion of our facilities.

The question of recreation for men in the armed forces is another matter, however, and I am sure that you are familiar with our efforts to provide wholesome recreation facilities for these men. This has constituted a definite demand upon this department and its recreation division. We are, as you know, providing a very fine service club for these men and, because of the fact that it was necessary to man this building with some of our own staff, it was necessary to make certain supplementations in our regular division personnel. A great deal of time and a great deal of effort have been expended for recreation for men in the service who visit Louisville. We are engaged in providing not alone service club facilities but also in getting the men properly established with good contacts in the community by home hospitality through the churches, clubs, and similar organizations.

With regard to the effect of defense workers upon general welfare services in the community, I should like to add that it is my impression at this time that we observe, as in the case of recreation, a potential problem rather than one of great volume at the immediate moment. Evidences of the immediate effect are to be found in agencies other than the public welfare department, such as the Travelers' Aid and the Salvation Army. In our department, we are experiencing some increases in rents of our clients which means a financial burden upon our limited relief funds if the situation increases.

I have been much interested and concerned about the problem which communities like Louisville may face in connection with any influx of unskilled persons seeking the pot of gold in areas they consider to be boom towns. Such persons conceivably are potential relief cases in many instances so that it is natural that local relief agencies should have some concern. I am of the opinion that national publicity tied in with the services of the United States Employment Service will be of material aid in keeping such persons aware of the necessity for clearing with their local employment offices before leaving their communities in order that they may be properly advised as to the true facts about the possibility or lack of possibility of jobs in the community to which they plan to go.

I trust that the foregoing statements may be of some worth in endeavoring to evaluate our situation.

Yours very truly,

CHARLES J. RIEGER, Jr.,
Director of Welfare.

LOUISVILLE PUBLIC SCHOOLS,
OFFICE OF THE SUPERINTENDENT,
Louisville, Ky., March 14, 1941.

Mr. N. H. DOSKER,
*Administrator, City of Louisville Municipal Housing Commission,
Louisville, Ky.*

DEAR MR. DOSKER: It is true that many children, whose parents have moved to Louisville on account of the defense program, have entered the Louisville public schools this year. Some of the parents are in military service, and some are in nonmilitary service.

At the present time we are engaged in a study to determine the number of children who are in school in Louisville because of the defense program. As soon as definite information is available, we shall be glad to forward it to you.

Very truly yours.

Z. E. SCOTT, *Superintendent.*

EXHIBIT 15—OHIO

REPORT BY H. W. MORGENTHAUER, ADMINISTRATIVE ASSISTANT, STATE DEPARTMENT
OF PUBLIC WELFARE, COLUMBUS, OHIO

MARCH 18, 1941.

Migrations in connection with defense contracts have created a definite new situation in communities in Ohio, and these problems are of considerable concern to these communities.

I am submitting herewith copies of letters, statistical information, and newspaper clippings from—

The Cincinnati Division of Public Relief.

The Cleveland Committee on Transients. Cleveland and Cincinnati are highly specialized in all types of industries and are at opposite ends of the State, one on Lake Erie and the other on the Ohio River.

The Stark County Relief Administration and the Travelers Aid Society at Canton, Ohio, a smaller industrial city where the chief industries are steel mills and other subsidiary industries.

The city of Springfield, a manufacturing city, where they make tools and machinery.

The Red Cross in Lorain, which is a lake city, with manufacturing plants, and, as indicated, near the TNT plant now building.

Dayton, Ohio, a manufacturing city and good business center in the west-central part of the State, which report is limited to the report of the chamber of commerce. The relief agency handles the stranded migrants and evidently they had felt no pressure as indicated in the letter. This is probably due to the fact that there has not been so much publicity in their city in connection with defense contracts, also that Wright and Patterson Fields draw on special skills and do not have much publicity in connection with their developments to the same extent as private industry.

(The letters referred to are printed below. The clippings have been placed in the committee's files.)

Although migration has been increased at certain points due to the national-defense program, yet we have had before that a problem in connection with the normal migration of persons who couldn't find employment, particularly the United States residents who, because of varying settlement laws, have lost settlement at one point and were unable to gain it elsewhere.

NEW ARSENAL

In Portage County, Ravenna, Ohio, where the new arsenal is being built, the county director reports:

"There hasn't been a single instance where we have had application for assistance from any of these migrant families, so would not be in a position to give you information that would determine their status here or of their legal settlement."

Earlier in this development we learned that people were flocking in from all over the country and we knew the hotels were crowded so that field representatives from our office had difficulty in securing lodging overnight. Property values in Ravenna also went up rapidly. The effect of this plan is also felt as far as housing is concerned in Akron and other places within commuting distance of the development. It was reported that prostitution was springing up in Ravenna but the police had stopped this. It was reported to me that many of the workmen spent their leisure time in Salem, Ohio, which is within driving distance and where prostitution is "wide open."

The probation officer of the juvenile court of Ravenna was told a boy 15 years of age was living under bad conditions. Investigation brought out that the boy was living in the same room with four men and two women—all sleeping and living in this same room without any privacy. It is reported now that prostitutes and gamblers flock to the camp on pay days. Housing is very bad; shacks are being built for laborers, the land around the arsenal has been leased by some real-estate men and has been sublet for the parking of house trailers. Another source near the arsenal is a village, Newton Falls, which has a population of 700 in normal times. It now has a population of 3,000. Persons driving through the town at night who live in the neighborhood notice that now there is a light in every room in every house since people have rented their rooms in order to house the surplus population.

Toledo sent me information covering the numbered items in your letter of February 19. I am including the items which I numbered as headings in your letter and directly under each the Toledo answer. They added additional information which I am including with the report.

"If possible, we would like estimates of—

"(1) The size of such migration.

"1. Single men, approximately 20 to 25 per day; families, 1 per day.

"(2) The type of skill involved.

"2. Very few are skilled, and the majority of skills are not at present fitted to the defense-program needs.

"(3) Whether or not the selective factors of age, sex, race are materially affecting reemployment under defense.

"3. Of the single men, 75 percent are within the selective-service draft age, 20 percent are above and 5 percent below it. Approximately 25 percent of the group are colored. Of the families, the range is a little different. About 60 percent being within the draft-age group, 10 percent above, and 30 percent below. The colored families approximate 3 percent and are primarily farm laborers coming north to obtain work due to curtailment of cotton farming at home.

"(4) Whether or not wage differentials are in any way affecting the direction of the migrations.

"4. Few give wage differentials as their reason for migrating. Usually it is the employment itself which appears to be the motivating cause.

"(5) A file of local newspaper clippings on some of the problems created by these defense migrations.

5. I know of no newspaper clippings available in Toledo on this subject, at this time.

"(6) Housing.

"6. Housing problems are aggravated by these migrants as there is usually no furniture and it means crowding into furnished rooms.

"(7) Health.

"7. Too, the health question is coming up repeatedly, especially on hospitalization for confinement care, and this is practically a necessity in rooming-house families.

"(8) Education and (9) recreational problems that are being created for the local communities by the defense migrations.

"8 and 9. To date we have not felt much reaction along these lines as yet."

Toledo adds this additional information:

"There has been little publicity given to defense contracts here except for the statement that certain amounts have been approved for certain manufacturers, and the item to be made. Early last fall there was a great deal more publicity on the subject than there has been of late. I believe the fact that the manufacturers concerned have stated in the papers that it would require three to 6 months to set up the defense machinery has curtailed publicity to some extent.

Now that spring is here and some months have elapsed since the granting of the defense contracts, I am of the opinion that more and more publicity will be forthcoming."

AKRON

Akron reports an increasing number of people going from house to house begging. In some instances they have found that there are children in these families. Akron, at the present time, is taking care of family cases for a week and single transients only overnight. They find an increasing shortage of houses and also that rents are increasing. A housing project has been started and they expect one or two more to be erected.

COLUMBUS

In Columbus the registrations at the Transient Referral Bureau (a centralized point where all single transients are referred for classification and subsequent referral to the proper agency) a 34 percent drop was experienced in 1940 as against 1939. There is a drop noticed in 1941 so far as compared with 1940. The Curtis-Wright plant has not yet begun to function. They expect to have 12,000 men working and so far they have taken 18,000 applications. It is reported that people who apply who were nonresident in Columbus returned to their homes. It is expected that the rush will come when the factory begins employing people.

CANTON

Training facilities are being used in many cities. In Canton the schools are giving courses in mechanics. Boys are being trained through Work Projects Administration. At the present time the Government has the right to go into any plant in the city and take men to work on defense. Canton has had much publicity regarding aircraft factories and this has caused quite an influx. I have this additional word from Canton. They advise me that the housing project which has been planned is located next to an addition where the homes are the higher priced homes. The fact that it is located at this point would necessitate an extra school building. The Canton people point out that there is an addition in the other direction from the proposed factory site which is not any farther from this location where streets are already laid out and where a schoolhouse with adequate facilities would be available for the children of the factory workers. The Canton people indicate they feel the purchase of the home sites at the anticipated location is impractical as far as the city is concerned.

CINCINNATI

In Cincinnati defense industries are using all the employment agencies they can find in order to get the skilled workmen they need. Training schools are running three shifts a day. When the Wright plant opens, it is expected it will draw skilled workers from other industries in the city. This plant will hire 14,000 men.

Workers are experiencing difficulty because of union activities. The union representatives are demanding high fees before a man will be permitted to go on a job and then are charging him afterward. Many men do not have the funds to join the union. Those who already have been members are given preference.

CLEVELAND

Cleveland reports approximately a 50-percent drop in transient intake. It was high from October to January. They also are using high schools three shifts a day for training. Work Projects Administration has dropped from 60,000 to 20,000. Most Work Projects Administration workers now are those who cannot adjust into industry. Cleveland feels that the people who come in for defense jobs have some resources so do not become dependent.

The whole transient committee agreed with the representative from Toledo. He pointed out the Toledo experience with the Overland factory when they suddenly discovered a large number of men on their hands as a result of the factory's closing down entirely. Toledo felt that they never fully recovered

from this load. All representatives indicate the need for planning now for the future, looking to the time when defense industries will be closed down. Some people in Ohio are already talking in terms of a higher settlement law to prevent these folks from gaining settlement.

YOUNGSTOWN

Youngstown reports as follows:

"In our everyday work we have noticed very little change in the transient and migratory situation as effected by the defense program. Our plants are hiring a lot of migratory workers who have some special skill and are not in the so-called common labor groups. There is no way to check on this problem since they do not become public charges and no record is being maintained. We know that this is being done through the employment lists that are being scanned by us daily for the purpose of industrial checking. We know of one case that was classed as a transient and stopped for overnight service in our transient mission house but never left Youngstown due to the fact that by accident the transient contacted a local industry and was immediately hired in a good paying job.

"We are a little concerned, however, with the number of people who we know are passing through Youngstown to go to Ravenna for employment at the arsenal that is being constructed there. What is going to become of the horde of common labor that is now being employed and will be released when construction is completed in the future? We understand there are four or five thousand persons assembled from various sections of the country, badly housed and inadequately provided for, who are now working and will have to shift for themselves as soon as the contractors complete their contracts. Many of those may be hired by the Federal Government for regular employment but the thousands that will be released, we believe, will become a burden on Youngstown, Akron, Canton, and Cleveland, the large communities surrounding the Ravenna project."

We cannot emphasize too strongly the need for thinking in this direction now so there will be some fixed responsibility in keeping touch with trends and further needs during the defense program itself so that planning can begin now for the tapering off period which it appears is expected to come somewhere around 1943.

PUBLICITY DETRIMENTAL

We want to add that newspaper publicity regarding the opening of plants is very detrimental to the extent that it creates an influx of people who are not needed. For instance, in Marion, Ohio, a branch factory was started up by General Motors. The publicity was released in the southern Ohio counties largely where there are few employment opportunities and many people on relief. This section of Ohio is very similar to the mountain section of Kentucky as far as resources and living conditions are concerned. There was a heavy influx of people wanting work. Some of them became stranded and had to be assisted in returning to their place of settlement by the relief office. The use of employment services could have avoided this type of situation.

I have read with interest the report of the regional meeting in Atlanta of the five Southeastern States conducted under the auspices of the United States Department of Labor. I notice these States report in the use of the employment services. I also note that there will be an additional statement in your proposed legislation to assist in this development. We in Ohio would be very much in favor of this type of labor recruiting.

SPRINGFIELD, OHIO, February 24, 1941.

MR. H. W. MORGENTHAU,

*Administrative Assistant, State Department of Public Welfare,
Columbus, Ohio.*

DEAR MR. MORGENTHAU: In answer to your request for information on the migration problem in Springfield I am submitting the following:

- (1) The size of such migration: Very little at the present time.
- (2) The type of skill involved: A few lathe and machine hands.

(3) Whether or not the selective factors of age, sex, race are materially affecting reemployment under defense: No.

(4) Whether or not wage differentials are in any way affecting the direction of the migrations: Yes; for the few that have left Springfield.

(5) A file of local newspaper clippings on some of the problems created by these defense migrations: Due to the fact that there has been very little migration the newspapers have not carried any publicity on this subject.

(6, 7, 8, 9) Health, education, housing, recreational problems that are being created for the local communities by the defense migrations: These are not problems at the present time because of the fact, as stated above, we have had very little migration.

Very truly yours,

J. T. KENNEY, *Director.*

STARK COUNTY RELIEF ADMINISTRATION,
Canton, Ohio, February 27, 1941.

Mr. H. W. MORGENTHAU,
Department of Public Welfare, Columbus, Ohio.

DEAR MR. MORGENTHAU: Yours of February 21 and copy of February 19, from John H. Tolan. Our report embraces the city of Canton and vicinity. The conditions described and the figures submitted apply to the entire of Stark County.

Canton and Stark County enjoy a diversity of industry with steel—alloy and special—predominating. All steel plants are working at capacity and planning expansions for the future. A new industry is a naval ordnance plant to cost \$16,000,000, for buildings and equipment, and scheduled to employ 2,000 skilled and semiskilled men.

(1) The size of migration is not definitely known, but is substantial and will become much larger as the summer advances. Below is a tabulation of private employment as reported by 91 firms, representing 90 percent of industrial employment in Canton and Massillon. The second column shows Work Projects Administration employment on the same dates.

	Industrial employment	Work Projects Administration employment
Dec. 1, 1940.....	30,944	2,608
Jan. 1, 1941.....	30,484	2,589
Feb. 1, 1941.....	33,224	2,318

Increase in industrial employment far exceeds the reduction in Work Projects Administration employment from which may be assumed a substantial influx from outside has already occurred. Industrial employment figures do not include 500 men employed thus far on construction of the new naval ordnance plant.

Nonresident cases accepted on relief rolls during recent months are: November 7, December 7, January 19, February 20.

Possibility of movement out from this district is revealed in the statement by the chamber of commerce of Canton given to the writer yesterday:

"In discussing the problems incident to migration of labor, attention might well be called to the fact that some employers are using the classified advertising sections of newspapers as a means of reaching persons possessing certain skills. For example, there recently appeared in the Canton Repository an advertisement of considerable size, inviting applications from persons possessing any one of 25 different skills.

"Although the advertisement, itself, did not include identification, we understand its sponsor was a large manufacturer on the Pacific coast. In fact, a representative of the west coast manufacturer, we have been informed, spent some time here in Canton interviewing persons who responded to that advertisement, and further that the Ohio State Employment Office was listed as the location where the representative was interviewing applicants for the west coast jobs.

"Newspapers in some American cities are declining to accept advertisements of this nature."

Invitation to skilled workers to leave our district to take jobs on Pacific coast seems most illogical and destructive, at this time.

(2) Skills involved and at present most in demand are machinists and machine operators. See newspaper clipping, Canton Repository, January 12, 1941, covering discussion of plans to meet this demand. The article estimates that "Canton district will need 4,000 to 5,000 additional skilled and semiskilled workers." Many of these, probably one-third to one-half, will be drawn from outside of this district. Common labor is in ample supply at present.

(3) Age is no longer a barrier to selection when applicant possesses a desired skill. Character of work calls for white male employees. Negroes are readily accepted for labor in mills and on construction work. Need for female help has not yet developed.

(4) Reported high wages undoubtedly is drawing applicants from outside. Actually, wage scale is stable except in construction of naval plant where slight premiums are paid to building trades.

(5) One clipping, from Canton Repository, January 12, 1941, is enclosed.

(6) Estimated 1,200 to 1,500 new homes needed by midsummer. To meet this demand 300 homes are being built by a Federal agency. Privately financed and constructed homes are expected to meet the remainder of the demand.

(7) Health facilities at present are adequate but hospital capacity will be strained when influx reaches its peak.

(8) Education facilities are adequate and of high standard.

(9) No recreational problem is anticipated.

Canton with a population of 108,000, and all of Stark County with 234,000, including Canton, should be able to absorb an influx of 3,000 to 4,000 workers and their families. That is about the size of the problem for this year as we see it.

Yours truly,

STARK COUNTY RELIEF ADMINISTRATION,
E. E. MOSSER, *Director*.

THE AMERICAN RED CROSS,
Lorain, Ohio, February 28, 1941.

MR. H. W. MORGENTHAU,

*Administrative Assistant, State Department of
Public Welfare, Columbus, Ohio.*

DEAR MR. MORGENTHAU: We have your letter of February 21, enclosing a copy of your communication from Mr. John Toland of the Select Committee Investigating Interstate Migration of Destitute Citizens. We have tried since receiving your letter to secure some information for you as to the aspects of interstate migration in this area but we have very little to submit in this connection. Perhaps the fact that we have so little may be of some significance also.

In the second paragraph of Mr. Toland's letter he asks for an estimate as to the size of migration, types of skill involved, etc. We know that there is no information available at present on this problem in Lorain as we are not feeling any effects from such migration as we have had. The skilled people who have come in are not numerous and have been absorbed without any difficulty.

I have taken it upon myself to get some information about Elyria and Sandusky which are very close to Lorain as I was not certain that you have had any one in either of these communities. The Bendix-Westinghouse of Pittsburgh are moving about 200 families to Elyria in the near future and some thought has been given in that city to the housing problem. As to what types of workers to be required, it would seem that the employees will be men for the most part. A migration of this size to the city of Elyria would create no great problem as the housing, health, educational, and recreational facilities in that city would be sufficient to cope with such an addition to its population.

A large tract of land has been purchased about 7 or 8 miles southeast of Sandusky where a TNT plant will be erected in the very near future. This will be quite near the boundary line between Lorain and Erie Counties and it is expected that this industry will draw quite a number of people. The plant is being set up in a spot not near any established community and it is to be

expected that many of their workers will locate in Lorain County. We have talked with the local secretary of the chamber of commerce who was formerly connected with the Sandusky Chamber of Commerce and he informs me that the influx as yet has not been felt in Sandusky.

The population of Sandusky is 24,874, and it is expected that the new defense industry will employ between 4,000 and 5,000 persons, so you can judge the size of the problem they will have. While we have no authority for this information other than the opinions of the townspeople in neighboring communities, we know they are quite concerned about the wage situation which will result. The prevailing rate of pay in that area is much lower than in Lorain, we know, and we understand the powder plant will pay a much higher wage than workers are receiving in that community now. This means there will be a number of persons now in other industries who will seek work in the new Hercules plant, a subsidiary of the du Pont Co.

I have not touched on the situation in Lorain because we do not really anticipate any difficulty here. We are not receiving any of the defense industries, and while the National Tube Co. in this city are working on great quantities of defense orders, it is not likely that enough new labor will be imported to be noticed. They now employ about 8,500 to 9,000 persons, but have had as many as 10,000 on their pay roll in recent years.

We have taken a few clippings from our local paper regarding a Federal housing project for Lorain. You can see what the attitude of our community is in this regard and what a difficult time we would have if an effort was made to put through such a project, even if it became necessary quickly to find living quarters for a great many additional families. Lorain enjoyed the biggest building year in 1940 that it has had in many years, and houses are still at a premium, and it is next to impossible to find one. If you are lucky enough to do so and get a house in good repair in a fairly desirable neighborhood, you must pay a rent which is very difficult for the average wage earner to meet. * * *

We trust we have given you some idea of the trends in this connection in our are in this letter and ask that you call upon us if there is anything additional we might furnish you with.

Very truly yours,

GERALDINE GIFFORD,
Executive Secretary.

THE TRAVELERS AID SOCIETY OF CANTON,
Canton, Ohio, February 28, 1941.

Mr. H. W. MORGENTHAU,
*Administrative Assistant, Legal Settlement,
State Department of Public Welfare,
Columbus, Ohio.*

DEAR MR. MORGENTHAU: Since the first publicity regarding erection of a naval armament plant in Canton, Ohio, our work has increased 50 percent. Housing has been inadequate for 6 months or more, and now it is growing acute. We are again—after a year—having appeals from families living in trailers.

Furnished apartments are now at a premium. This case will serve as an example: A family consisting of two adults and one child had been living at a local hotel at \$5 per day. Learning of a three-room furnished apartment being vacated, went to the landlord, knowing he would not accept families with children. Frantically the husband said, "Don't tell me your price; I'll tell you what I'll pay—\$60 a month." He got the apartment in spite of the child.

This week we had requests from three families—each family had three children—for "a place to stay." The husbands, who had previously come to Canton, were working and had rooms in a men's rooming house.

There is no pronounced crowded condition in our schools at present. School enrollment in Harter School, which is in the district where the "300-home defense housing project" is in execution and over which there is so much controversy, can take 100 more children, as their enrollment has been low for the past 3 years. This school building was planned for the easy addition of 2 more units, hence there is sufficient ground space and portables could be used in an emergency.

Mr. Booher, department head of child accounting in our schools, reported several cases to us where children of these families have entered our schools. One of

these families came to Canton, Ohio, from Los Angeles, Calif., and two other families, their friends, are en route—go East, young man.

Canton has 30 public schools, 3 of them high schools. There are 8 parochial schools, 1 of which is a high school.

Canton has 3 hospitals with 550 beds and Molly Stark Tuberculosis Hospital with 136 beds.

Miss Donenwirth, director of visiting nurse association and city clinic advises that they are prepared to care for any additional cases that might develop with increased population.

Canton boasts of one of the finest and most elaborate park and playground systems in Ohio, covers 550 acres (the area of Canton is 13.97 square miles), 9 theaters and motion-picture houses.

Since Canton does not have a central intake we are unable to state how many single individuals are coming into our city and in need of assistance. The travelers aid staff and funds are inadequate to care for the unattached man. Only in case of emergency do we accept single men. We have been accepting only family cases, women, and young people. Travel service is given whenever necessary to any case and we also advance transportation.

Enclosed are newspaper clippings of February 19, 26, and 27. There was considerable publicity in our local paper—Repository—several weeks ago, regarding the new defense plant that is being erected here. You will note in two of the enclosed clippings that the home owners in Harter Heights are protesting against the plan to build low-rental housing units in their vicinity. A committee is off to Washington to see if it can be prevented.

Aside from giving you Canton's latest census, 108,337, the other figures, I trust will be contained in Mr. Mosser's letter. This brief report may give you a picture of our present situation.

Sincerely yours,

(Miss) GRACE O'DONNELL,
Executive Secretary, Travelers Aid Society.

THE WELFARE FEDERATION OF CLEVELAND,
Cleveland, Ohio, February 28, 1941.

Mr. H. W. MORGENTHAU,

*Administrative Assistant, State Department of Public Welfare,
Columbus, Ohio.*

DEAR MR. MORGENTHAU: After receiving your letter regarding material for the hearings on interstate migration of destitute citizens, we made inquiries. We did not cover the county relief bureau or the lodge which would be closest to the migrating workers because we understand that you have written Miss Greve.

Several Cleveland plants are working on war orders. We have the feeling however that the jobs which have opened up here have not attracted large groups to the city. Every effort has been made to fit local unemployed into these jobs. While we have not been greatly affected by immigration, we anticipate that we shall be soon. Howard Whipple Green says there has been no measurable migration as yet. The Y. M. C. A. and Y. W. C. A. are helping young people who are coming to the city to find employment in defense industries, to locate living quarters. Recreational opportunities are being scheduled so night-shift employees can have these opportunities for relaxation. This arrangement benefits residents as well as nonresidents.

You will find enclosed two clippings regarding defense activities. There has been little if anything in the papers about migration as a result of defense activities.

In Cleveland we have an emergency coordinating committee which is jointly sponsored by the Red Cross and welfare federation. It includes representation from the city and county governments and is working in close cooperation with the chamber of commerce. In a few words, its purpose is to clear and coordinate new projects which are being proposed to aid in national defense and which impinge on the social welfare field. It seems to us important that new projects should be cleared with present services, public and private, not only to

avoid duplication but to see that new needed services are started on a sound basis and properly coordinated with existing services.

Sincerely yours,

(Mrs.) FRANCES W. HAWES,
Chairman, Committee on Transients and Homeless.

CITY OF CINCINNATI,
DEPARTMENT OF SAFETY,
DIVISION OF PUBLIC RELIEF,
March 1, 1941.

Mr. H. W. MORGENTHAU,
Administrative Assistant,

Legal Settlement, Department of Public Welfare, Columbus, Ohio.

MY DEAR MR. MORGENTHAU: Pursuant to your letter of the 19th, we are sending you what little information and materials we can for Mr. John Tolan, in the time that remains, in the hope that it will be of some value.

1. The size of the migration, incident to defense activities so far as it has been observed by our registration and intake service, is indicated by the figures submitted by our Mr. Charles Dibowski, which are attached. With these we have given our monthly registrations for purpose of comparison.

2. The pressure of work considered in our registration division, our registrars have not been able to go as thoroughly into this factor as we should like to have done. As you can appreciate, numbers considered and staff limited, we are obliged to work rapidly, hence this statement.

3. At this time we are not prepared to make any definite or reliable statements. As in No. 2, the extent of our observation and knowledge does not warrant this.

4. We are not prepared to answer this question. However, we can say that there has been no appreciable industrial unrest here, indicated by the absence of strikes. We have not had any strikes in Cincinnati like those elsewhere. There is a great deal of defense activity here. Some of our plants are working in three shifts during 24 hours, and as formerly stated to you, some of our schools are operating on practically the same basis, training mechanics for the defense industries. There seems to be the finest kind of coordination and cooperation here in support of the defense program. This would naturally tend to draw into Cincinnati, as always, individuals from the agricultural and outlying areas in Ohio, Indiana, Kentucky, Tennessee, and West Virginia. While there has been a desire to use local people first, it has been openly admitted that there is a decided need for mechanics, regardless of residence. Coming as they doubtless are, wage differentials are a factor; also, they have doubtless been able to take care of themselves in the main. Monday, the writer hopes to obtain something more concerning No. 4 from our employment center.

5. We are submitting our file of newspaper clippings.

We were unsuccessful in obtaining anything from our department of health and housing federation. The Cincinnati Metropolitan Housing Authority has six housing projects under supervision, one of which will soon be initiated to accommodate workers at the Wright Aeronautical Corporation in the Millcreek Valley, near Lockland. Although there is assurance that there is a percentage of vacancies in the Cincinnati area, there is also evidence that these are rapidly being reduced by incoming workers. Monday we hope to obtain something further from our board of education and recreation commission.

We regret that we cannot supply information of greater value at this time. However, we hope to have something further for you Monday.

Sincerely yours,

J. H. STEIN,
*Supervisor, Shelter Care Division,
Cincinnati Division of Public Relief.*

CITY OF CINCINNATI,
February 25, 1941.

INTERDEPARTMENT CORRESPONDENCE SHEET

To: Mr. C. C. Dibowski.

From: C. E. Smith.

Copies to: Messrs. H. W. Morgenthaler, J. H. Stein, C. C. Dibowski.

Subject: Persons observed in Cincinnati Transient Bureau who are migrating because of rearmament program.

	February 1941 ¹	January 1941	December 1940	November 1940	October 1940	Total
Total transients serviced in Cincinnati by shelter care	717	971	956	1,233	1,421	5,298
Seeking rearmament work in Cincinnati	31	28	47			106
Seeking rearmament work passing through Cincinnati	43	61	67	29	29	229
Following Army camp	8	21	4		1	34
Total	82	110	118	29	30	369

¹ Figures for 25 days in February—month incomplete.

CITY OF PORTSMOUTH,
RELIEF DEPARTMENT,
Portsmouth, Ohio, March 18, 1941.

Mr. H. W. MORGANTHALER,

*Administrative Assistant, Division of Public Assistance,
Columbus, Ohio.*

DEAR MR. MORGANTHALER: Your letter of March 17 at hand, and I am sending you as requested another copy of comments to be submitted to the Tolan committee.

(1) The problem of migration is one that does not cause us a great amount of concern. Because of the fact that we do not have industries which can absorb any men coming into our county and also because we have no new industries under the defense program we are not confronted with an influx of workers. * * *

As a matter of fact, all of the above paragraphs can be summed up in one statement, and that is: That the only migration problem we have is that a great many workers have left our community and have gone to other places where there are industries connected with the defense program. I might add that our city has not benefited in a single case by the addition of any defense industry which would employ a single person.

Very truly yours,

LLOYD T. HENDERSON,
City Relief Director, City of Portsmouth.

MONTGOMERY COUNTY RELIEF AREA,
Dayton, Ohio, February 28, 1941.

Mr. H. W. MORGENTHALER,

*Administrative Assistant, Department of Public Welfare,
Columbus, Ohio.*

DEAR MR. MORGENTHALER: In reply to your letter of February 21, 1941, requesting a report for the Honorable John H. Tolan, you will find enclosed a letter which was compiled by the Dayton Chamber of Commerce which is an attempt to furnish the information United States Representative Tolan required.

I felt that this organization was in possession of more facts than myself and thus better able to make a reply.

Although I do not personally agree with some of the sentiments as stated in this letter, it does represent the opinion of a very influential group who present the facts as they see them.

As far as my agency is concerned, the defense program has not yet presented any migration problem.

Yours sincerely,

MASON C. BENNER,
Director, Montgomery County Relief Area.

DAYTON CHAMBER OF COMMERCE,
Dayton, Ohio, February 27, 1941.

MR. MASON C. BENNER.

Director, Montgomery County Relief Area, Dayton, Ohio.

DEAR MR. BENNER: Defense migration to the Dayton area has not yet become a serious problem. For that reason, we do not have much information concerning the items which you discussed with me as questions for the special committee investigating the interstate migration of destitute citizens. However, I am the secretary of the training within industries committee for this area which was set up here by Paul W. Mooney, regional director of the Cincinnati area at the request of the Advisory Commission to the Council of National Defense. Therefore, I feel that from speaking with the members of this committee and from hearing the problem of labor supply discussed very adequately at every meeting by the personnel directors of our various factories, I am in a position to give as good a picture concerning our labor supply and the migratory practices here in Dayton as anyone possibly could.

As previously stated, there is not, at this time, under way any defense migration to this area. Our factories are taking applications from people from out of town but it seems as though this is a transient business. By that I mean that the people from out of the State seem to start at Cincinnati, work their way through Dayton, Columbus, Akron, Youngstown, Canton, Cleveland, Toledo, Detroit, and back again to start the round once more. They do this apparently hoping that somewhere along the line of march they will be picked up and placed in a position. This class of persons does not seem to be absolutely destitute as yet as I believe you can verify because you have not been having any large increase in transients on your relief rolls.

There have been a number of persons coming to Dayton over the past year and the movement is still continuing but these people are of the better class who are being brought here because of their type of work or because of their particular skill. During the year 1940, approximately 910 of these families came to this city. Some of them were replacements for those who had left and others were brought in particularly because of the defense program. The reason that we have such an adequate record of this class of people is due to the fact that our Welcome Wagon Service here keeps a record of all of their contacts with these people and from this we can evaluate the above figures. It is impossible for us to say along with the statement that or just how many families may have left Dayton over the past year or how many other families not in this list may have come to the city in search of job opportunities. I trust that from this you will be able to get a fair picture of the situation as it exists here today.

Our training within industries committee, which is constantly working on the problem of our available labor supply, is convinced that there will be no extensive defense migration to Dayton for our Dayton industry. We are confident that through measures which are being considered and through the cooperation of all of our industries that by putting married women to work first, by replacing men with women on jobs which the women can do, and by taking those boys and men within an area of 50 miles of Dayton, we will be able to solve for the greater part of our defense labor supply problem. This movement is under way here at the present time and most of our manufacturers are pledged not to go outside of this area in bringing in any persons from other States other than those who are absolutely necessary; that is, in the way of skilled labor of which there is a none too available supply here. While on this matter of available skilled labor, we here understand that there is no available supply of skilled labor anywhere in the country despite the reports from certain Government agencies to the contrary. There are certain types of skilled labor for which no

one can find any class of workers here or anywhere else, but if you count a machine operator in a factory as a skilled hand, then, of course, there are plenty of skilled persons available. Along with this, we are doing what we think is a fairly good training job here, both in our schools and in our industries, and we believe that we can fairly well take care of our own situation.

As far as any concern on the part of those in our Government concerning our housing, health, education, and recreation conditions here, I hope that you will let them know that we are considering here all of these various problems in every aspect from a purely local standpoint and we are firmly convinced here through our committees operating on these problems that we will be able to solve each and every one of them without any Government interference. We here in the chamber of commerce, made up of over 2,000 of our local Dayton businessmen, are convinced and fully aware of the problems of national defense as they affect our own local picture. We are, in general, in accord with the foreign policy of our Government and are convinced that we must do everything in our power here to forward the national-defense program.

Trusting that this information will be of some help to you, I remain

Sincerely yours,

ELWOOD E. ZIMMER,

Director, Taxation and Business Research Department.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES.

Washington, D. C.

The Honorable JOHN H. TOLAN,

Chairman, Special Committee Investigating the

Interstate Migration of Destitute Citizens,

The House of Representatives, Washington, D. C.

DEAR JOHN: In accordance with your letter of February 23, I have had our chamber of commerce research division go over the question of defense migration and have just received a report from them.

I enclose herewith this report and call your attention to the next to the last paragraph as follows:

"In summarizing, the net result of our investigations has been that to date we do not have a problem as a result of migration under the national-defense program, but it is quite likely that such a problem will develop to an uncertain degree here within the next 6 or 8 months."

Sincerely,

JOHN M. VORYS.

THE COLUMBUS CHAMBER OF COMMERCE,
Columbus, Ohio, March 21, 1941.

DEAR CONGRESSMAN VORYS: Mr. Starkey has asked me to answer your letter in regard to information on interstate migration of destitute citizens as a result of our national defense program.

I have checked with our local county and city relief agencies, the State and city employment service, with our local real estate board, with the transient referral bureau, with the council of social agencies, and with the State welfare department in regard to this problem.

It is the consensus of all the departments and agencies that to date we have no problems in this district as a result of the national-defense program. It is true that in other areas in Ohio where there has been a lot of ballyhoo regarding large defense contracts, that serious problems have developed as the result of an influx of people seeking jobs.

As you know, there has not been a lot of this sort of ballyhoo in this district. For the most part we have discouraged that sort of thing and have promoted the idea that plenty of help is still available in this area to handle all the defense work which we have received without the importation of additional workers. To date we have been able to maintain a fair state of balance in regard to our employment situation.

The transient referral bureau reports that they had 3,000 fewer cases in 1940 than they had in 1939. That, no doubt, was the result of improved general

business conditions. The city and county relief agencies reported that as the result of the national-defense program there had been no apparent effect in their departments except that there had been a gradual reduction in their relief load. I talked to Mr. Homer W. Morgenthau, administrative assistant, State welfare department, and he informed me that he had been furnishing information to the select committee in regard to the Tolan bill. He pointed out that in some sections in Ohio this migration had become a very definite problem but it was his observation that it had not affected Columbus as yet.

The Columbus Real Estate Board just recently completed a survey of the housing facilities in Columbus and reported an increase in the percentage of vacancies in the last 4 months. Therefore we are not faced with a housing problem at this time.

In view of these very favorable reports we must not lose sight of the fact that this picture is liable to change in Columbus within the next 6 or 8 months. The Curtiss-Wright Corporation plans to go into operations in July, and at that time should have approximately 1,000 employees trained and ready to enter their factory. After that they plan to employ approximately 600 workers each month until they reach peak employment of over 12,000 employees. When this large operation gets under way we can expect certain local economic disturbances and our heretofore well-balanced conditions no doubt will be somewhat disrupted.

With hundreds of people being employed at the Curtiss-Wright plant we can also expect to be faced with a problem similar to that already faced by other Ohio cities in regard to the migration of prospective employees.

In summarizing, the net result of our investigations has been that to date we do not have a problem as a result of migration under the national-defense program, but it is quite likely that such a problem will develop to an uncertain degree here within the next 6 or 8 months.

There is nothing in this report which necessarily need be held in confidence, and you may be sure that we welcome the opportunity to be of service to you at any time.

Sincerely yours,

WILBUR R. BULL,
Director of Research.

UNITED RUBBER WORKERS OF AMERICA,
Akron, Ohio, March 19, 1941.

MR. JOHN H. TOLAN,

*Chairman, Special Committee Investigating the Interstate
Migration of Destitute Citizens, House of Representatives,
Washington, D. C.*

DEAR MR. TOLAN: We have your letter of March 12 telling about your hearing on defense migration next week in Washington.

We have no facts and figures to offer on influx of migrants into Akron. We believe that so far the increase in jobs has for the most part meant that unemployed Akron workers returned to work. There are still a good many Akron people unemployed. In connection with one of the tire factories, there are still 2,000 former employees who have not been returned to work.

We understand that there is something of a housing problem already. Our guess is that this arises from the ability of people already in Akron to rent places for themselves now that work is better.

However, we would like to call your attention to a special angle to this question of hiring workers from rural areas in preference to the unemployed local labor reserves. While this does not happen in Akron itself, all three of the big Akron rubber companies have built or opened branch plants in outside areas for the most part in small towns.

Work which was formerly done in Akron is being done in these outside factories. An outstanding example is the case of the Goodyear factory in St. Marys, Ohio. Here, we understand, there are about 600 people working, and preparations are already being made to double the capacity of this plant. Wages are about half what they were in the Akron factories.

For example, most of the girls get only 32½ cents an hour on jobs which several months ago used to pay 70 to 81 cents in the Akron factories. Men get around 48 cents an hour for jobs which paid \$1.02 to \$1.20 in the Akron factories.

The 2,000 unemployed rubber workers mentioned above are former employees of the Goodyear Co. in Akron.

Although this type of problem involves moving of work rather than the migration of people, we believe that the net effect is just about the same as if the effort were made to bring in inexperienced people who are unfamiliar with the union to break down standards directly in the Akron area.

Thank you for letting us know about your hearing. We believe the subject is extremely important, and wish you every success.

Yours very truly,

CORNELIA M. ANDERSON,
Assistant Research Director.

(Additional data on Portage and Erie Counties are included in a Farm Security Administration regional report on p. 4649.)

EXHIBIT 16—INDIANA

REPORT BY T. A. GOTTSCHALK, ADMINISTRATOR, STATE OF INDIANA DEPARTMENT OF PUBLIC WELFARE, INDIANAPOLIS, IND.

MARCH 19, 1941.

There are three large centers of defense expansion in Indiana. One is located at Charlestown, one at Union Center, and one at Burns City. These three centers are particularly mentioned because of the fact that before the construction of the new defense industries was begun each of these communities was very small and contained no industrial development. In each of these localities the supply of unskilled labor is being furnished locally or from the area within the neighborhood of 40 miles around each center. Since there was no community of any size in existence prior to the beginning of the construction of the new industrial development, there are no housing facilities available to care for the large number of workers needed; but since the supply of unskilled labor is coming from the locality itself, most of the men are commuting to and from their work rather than attempting to establish a home nearer the new development.

The supply of skilled labor could not be furnished locally; and therefore, it has been necessary to import a sufficient supply of skilled workers for the construction projects. At the present time the Indiana State Employment Service is securing men for placement in these three centers from every part of the Middle West and is not limiting its search for the skilled worker to Indiana communities alone. At the present time, however, the skilled trades which are being used consist largely of construction workers. The problem of supplying skilled and unskilled workers to the new defense industries themselves has not yet started in these three centers.

There have been no great community problems created in these three areas by the current migration of workers because the unskilled workers are remaining in their own homes and commuting and the skilled workers are going on to other construction projects as soon as their work is completed. In fact, many of the skilled workers know where their next job will be before they come to one of these centers for the short period of work in their particular trade.

There has been a major expansion in numerous industrial plants of the State because of defense contracts. The expansions in these plants, however, involve a different set of problems than those arising from the creation of new areas of industrial development. The expansion of an established, operating concern brings about, in contrast, a rather slow enlargement of the working force. Many of the industrial concerns, because of their inability to employ workers who already possess the particular skills, have found it necessary to employ unskilled workers and furnish them with training. When this has been done the supply of unskilled labor within the community where the concern is located or in its near proximity has so far proved sufficient and no migration problem has been created.

DECLINE IN INDIANAPOLIS TRANSIENTS

The agencies dealing with the transient homeless in Indianapolis have reported a rather marked decline in the number of clients served during February of 1941 as contrasted with February 1940. It is too soon to be sure what the causes

of this decline have been but it is the opinion of those actively engaged in caring for the transient that Indianapolis and probably large parts of Indiana are being passed up at the present time by transient workers seeking employment. You may be sure that this particular phenomenon is being watched with the greatest of interest by those working with this problem and that its cause and effect will be determined if at all possible.

It is the hope of those dealing with the problems at this time that the labor for these expansion defense concerns may be furnished locally to a large extent. Because of the shortage of housing this will mean the widening of commuting areas around these defense projects but at the same time it will mean that the workers in the new defense industries will not be leaving their homes and attempting to establish homes in the newly created industrial areas. The employment service is attempting to control the placement of workers in these new industries so that a larger supply of labor will not pour into the area than can be absorbed by the development.

CHARLESTOWN

The development at Charlestown has progressed farther than that at the other two centers. It has been the observation of the county departments of public welfare of the counties surrounding Charlestown that the major part of the migration of this new area has been justified by the employment situation. Without doubt the credit for this situation should go to the existence of the established employment service. There has been a decline of public assistance recipients in the Charlestown area which seems to be due largely to the increased possibilities for employment which have been taken advantage of by both the recipients of public assistance and their relatives who in turn because of better employment have been able to extend a greater degree of assistance to their dependents. Since the Charlestown area is directly across the Ohio River from Louisville, Ky., apparently the "floaters" have tended to seek out the relief agencies in Louisville for assistance rather than those at Charlestown itself. In this respect it should be noted that the local relief agencies serving the Charlestown areas have never had the experience of dealing with large groups of migrants prior to this time; and, therefore, it is natural that this type of person should gravitate toward a city the size of Louisville rather than seeking assistance from the local authorities.

The expansion in these new areas in Indiana has largely taken place during the fall and winter months and, therefore, it is not yet possible to observe fully the migration of workers from the farm areas to these new defense areas in search of higher wages. This condition, however, will probably be apparent when the farmers of southern Indiana attempt to obtain farm laborers during the coming growing season.

UNION CENTER

In contrast to the conditions around Charlestown are the conditions surrounding Union Center in La Porte County. Since this expansion has taken place in an area adjacent to the industrial areas of Michigan City and La Porte, the concentration of labor in an area where no community existed before is not as marked. In fact, the opening of new industrial opportunities in Union Center has been a solution to a situation already existing in the La Porte and Michigan City areas because of the discontinuance of certain industrial pursuits. The supply of labor already present is being readily absorbed by the new industrial activity.

In the area around Burns City there has been neither industrial activity nor a large community. However, the work which is being created in that area at present is purely of a construction nature and as soon as the construction project is completed the need for most kinds of labor will disappear. It is not anticipated that there will be a residue of migrant labor remain in this area.

In general, it may be said that the situation in Indiana is not at this time sufficiently clear to show the extent of housing, health, recreational, or other social problems which will result from the expansion of the defense industries. It is probable that the problems to date have been met fairly adequately by the rapid expansions of the services of agencies already serving these areas. Whether or not the local agencies can continue to adapt their services rapidly enough to meet the problems from now on is problematical. Without doubt the problems are now just beginning.

REPORT BY P. G. BECK, REGIONAL DIRECTOR, FARM SECURITY ADMINISTRATION,
INDIANAPOLIS, IND.

MARCH 3, 1941.

Region III of the Farm Security Administration includes the States of Ohio, Indiana, Illinois, Iowa, and Missouri. Since our agency is concerned with defense problems primarily as they affect rural families, any information which we are able to give will necessarily be limited to the defense locations in rural areas of those States.

Our information on the problems of migrations within, into, or out of industrial centers such as Indianapolis and South Bend, and on the subject of types of skill involved, the selective factors of age, sex, and race, and wage differentials is, of course, limited because they refer to a field outside of our scope of activity.

With a view to informing ourselves on this subject, we have contacted the Indiana State Employment Service and learned from them that they do not have the facilities at this time to gather such specific data. We should like to support their suggestion to you that it might be worthwhile for your committee to make a survey on those questions in a few typical defense industrial centers, such as Indianapolis, South Bend, and Wilmington, for example.

We have in our files current reports on the rural-defense areas in this region in which problems which concern the Farm Security Administration have arisen. A summary of these reports may prove helpful to you, and are included in this letter in partial reply, at least, to your recent request for information.

DES MOINES COUNTY, IOWA

A shell-loading plant is now under construction on 20,000 acres of land located between Burlington and Fort Madison, Iowa. About 200 farmers are being displaced and forced to the necessity of finding homes elsewhere. Although many of the families displaced in this area, as in the other areas discussed, had sufficient equities in their farms to purchase or lease land elsewhere, their purchases or leases are displacing other families who, in turn, will displace still others.

Here, as elsewhere, it is the low-income farmers, whether displaced from the defense areas or by people who came from the defense areas, who find it most difficult to find a farm and become social and economic problems in the overcrowded labor market, on relief rolls, or as migrants. Permit us to suggest here that the total defense effort will not be complete until we have created enough family sized farm units through subdivision of large farm acreages or restoration of farm units not now being used to care for all farm families who are displaced by primary and subsequent related moving.

Although more than 2,000 people are employed in the Des Moines County area, and many more will be employed when construction gets under way, only a small number of the displaced farmers are at present employed on the project.

Farm Security Administration officials in the area report the following progress in the relocation of the families:

Owner-operators who have purchased farms.....	29
Other owners who have purchased new farms.....	6
Tenants who have purchased farms.....	20
Tenants who have rented farms.....	10
Owners who have rented farms.....	4
Tenants retiring.....	3
Owners retiring.....	16
Other arrangements, such as labor on farm or in industry.....	13
Total.....	101

This would leave nearly 100 farm families on whom we have no data at present, or who have not yet been relocated.

PULASKI COUNTY, MO.

This is a cantonment and artillery range covering nearly 100,000 acres. It is located in a poor land area, with few opportunities immediately adjacent for displaced farmers to find economic farm units. Between 400 and 500 farmers have been displaced in the area, and it is anticipated that many more will be displaced when their options are taken up.

About 21,000 workers are now employed and more are added daily. The town of Waynesville, nearest to the area, had a population of 390, and has been transformed into a boom town. The housing conditions in the entire area are described as "terrible," and the problem of health and sanitation can be easily imagined. Beds, rather than rooms, are rented.

In one instance 53 people are sleeping in one 6-room house. Thousands live in unregulated trailer camps, slab shacks, tents, and trucks strung along the highways for miles on all sides.

Under the above conditions, it is practically impossible to find housing for those who must move from the area. There is the immediate problem for the Farm Security Administration to find or create housing on farms for about 150 families. Since the construction work at the camp will be completed in from 6 months to 1 year, we also have the future problem of locating many more, after completion of the camp.

You may anticipate that the 21,000 and more who have migrated into the area will have to migrate out again in the near future, with new problems in social and economic adjustment.

JACKSON COUNTY, MO.

This area, the smallest in region III, will cover 3,200 acres if negotiations now under way are completed. No estimates are as yet available on the number of farmers to be displaced, but since 2,400 acres of this area constitute a closely settled small-acreage farming area, it may present one of our most acute problems.

One thousand workers are employed in the construction of a small-arms plant. While some of the displaced farmers are finding temporary employment in the construction area, other tenant farmers in the surrounding territory are being forced to move because workers are offering to pay higher rent for farmhouses within commuting distance of the plant than owners formerly received for the entire farm. This condition is common to all rural defense areas.

ST. CHARLES COUNTY, MO.

A TNT plant is under construction here, on 20,000 acres. Two hundred and twenty-five families have been displaced, including 130 farm families and 70 nonfarm families in 3 villages and 55 rural farm-labor families. To date, nearly all of the affected farm families have moved from the area. Twenty-five farmers have purchased farms. Five families have purchased small subsistence acreages in adjoining counties. Very few displaced tenants have been able to locate desirable farms. Some have made temporary arrangements and some are working on the project.

Over 650 men are now employed on the project. Officers and supervisors are living in the abandoned farmhouses in the area, while most of the workers commute from the cities and villages.

WILL COUNTY, ILL.

There is under construction here a powder factory and a shell-loading plant. Forty-one thousand acres of land have been purchased, displacing 300 farm families. In addition to those displaced from the immediate area, 81 families now living in the safety zone will be required to move in the very near future.

Over 100 of the affected farmers have been unable to find farms. General industrial activity is temporarily absorbing many of our displaced farmers. The farmers who have moved out of the project area to other farms are causing secondary and subsequent displacements, with effects that can be felt as far as a hundred miles away.

Seven thousand four hundred people are currently employed, creating a housing shortage which, if not corrected soon, will cause a serious problem in sanitation. Here, as in other areas in the region, the Farm Security Administration is doing everything within its jurisdiction and within the limits of its present facilities, to alleviate the conditions so far as they affect distressed farm families in the areas, and wherever defense effects are felt.

LA PORTE COUNTY, IND.

There is under construction here a shell-loading plant on 13,000 acres, displacing 85 farm families, 38 of whom are owners and 33 tenant operators. The remaining 15 are on relief or farm laborers.

The Farm Security Administration has found that the farmers of this area, both landowners and tenants, suffered losses in their readjustments, because of the necessity of moving farm equipment, rental of residences and costs of storage of equipment and boarding of livestock, loss of income from dairy herds, loss of roughage, loss from liquidation, and so forth.

One thousand eight hundred men are now employed on construction and it is anticipated that this employment will last at least 6 months. The industrial activity is attracting many workers out of agriculture. This will, however, relieve the tenancy problem only so long as industrial activity lasts.

Housing is a definite problem in this area, and 6 trailer camps have been constructed and some building is being financed by private capital. It is reported that the plant, when in operation, will employ about 6,000 people, one-half of whom will be women.

CLARK COUNTY, IND.

There is under construction here a powder plant to be operated by the Du Ponts on approximately 6,000 acres, and has displaced over 40 farm families. There are indications that the acreage at this plant will be expanded with many additional displacements. There are about 23,000 persons now employed on the construction.

Housing conditions in the area are extremely acute. We understand that the United States Housing Authority has authorized the construction of 400 houses in or near Charlestown, and that private capital is showing an increasing interest in construction. This may relieve the situation somewhat. Thousands of workers are at present commuting back and forth from Louisville and other cities. The displacement of farmers living in the surrounding territory far in excess of those within the defense area by workers who are willing to pay more for a house than the rental value for agricultural purposes of the farm is felt all around the project.

Adjoining the above area in Clark County is the Hoosier ordnance project near Charlestown, where the Goodyear Rubberized Bag Co. has acquired 2,400 acres of land with the possibility that 1,000 more acres will be taken. Thirty-one bona fide farmers are displaced here and several other owners of small acreages. For our purposes, we describe the two projects in this area as the Charlestown area.

JEFFERSON PROVING GROUNDS

This is an army proving ground which takes in land in Ripley, Jefferson, and Jennings Counties, Ind. It covers in excess of 60,000 acres where munitions and guns will be tested. Over 600 families are being displaced. This is one of the most serious displacement problems the Farm Security Administration has. It is a permanent area and unlikely ever to be abandoned.

Comparatively little employment is available there, even during this construction period; and since such construction as is undertaken requires highly skilled labor, only limited employment is being offered to farm people. Thus our displaced farmers in the area find little or no relief by employment during the construction period, and no promise of permanent employment thereafter.

Farm Security Administration officials have made a survey of the surrounding area with a view to relocating the displaced farm families, and report that there is some possibility of acquiring family-size farms and no possibility of optioning large tracts of land for subdivision. For the 3 counties involved, and on the basis of a survey reaching 500 of the displaced farm families, it appears

that 55 percent have purchased or are in the process of purchasing farms, in many cases, as we have indicated, displacing present occupants of such farms. The survey showed 11 percent are renting farms, 20 percent will quit farming to go into industry, 4 percent will retire on their own funds, and 10 percent will continue to be wards of social security. The survey also indicates that 76 percent will remain in the immediate area and 24 percent will leave their immediate county. It shows also that 20 percent desire to farm, but are unable to find land.

PORTAGE COUNTY, OHIO

The Ravenna ordnance plant is under construction here on 21,000 acres of land. Two hundred and ninety-four families were displaced, including 240 farm families and 54 nonfarm families. The displacement of these people which has already occurred illustrates the secondary and subsequent displacement problem which the Farm Security Administration faces. One farmer rented a farm 200 miles away, displacing a tenant. The dispersement of these farmers from a comparatively small area into a large area where the problem cannot be so easily discerned has led some officials to feel that the problem is settled. The Farm Security Administration, however, is feeling the repercussion of this dispersement in a wide area. A small percentage of the displaced farmers remained in the area seeking employment in the munitions plant.

Seven thousand men are now employed on construction and the peak of 16,000 will be reached by August 1. The workers come from 4 or 5 different States, and the housing problem is a serious one. When the plant is complete, it is expected to employ 700 skilled workers, many of whom will be imported from other States, 6,000 semiskilled workers, most of whom will be local people, and 100 office personnel. The War Department will have 200 men in charge of the depot, and 250 or more civil service employees who will work in the depot.

We are advised that the United States Housing Authority has authorized the construction of a number of housing units nearby. Local officials are very anxious that as many people as possible be located in the governmental units from which land was taken for the ordnance plant, and this would relieve the losses sustained to schools, churches, and taxable property. Permanent housing for industrial workers in this area would aid in the solution of many agricultural problems in that it would remove some of the competition for houses which now exists between the industrial workers and those desiring to farm.

ERIE COUNTY, OHIO

There is under construction near Sandusky in Erie County a TNT plant to cover 7,200 acres, displacing 222 farmers in the area who must be evacuated by May 1, 1941. Two hundred and eleven of these farmers were classified as owners and 11 as tenants.

Since actual construction has been started only during the last week or so, and most of the farmers affected are still in the area, we have no information on where these farmers are going and on the number of subsequent displacements, nor on the number of workers who have come into the area. We have every reason to anticipate, however, that the problems here will be similar to those in other areas.

EXHIBIT 16-A—MICHIGAN

REPORT BY PAUL L. STANCHFIELD, CHIEF OF RESEARCH, STATISTICS, AND PLANNING SECTION, MICHIGAN UNEMPLOYMENT COMPENSATION COMMISSION

As an indication of the character of worker migration which may have resulted from defense industrial expansion, two types of data have been assembled for this bulletin:

(1) Regular reports on the volume of local and interstate claims for unemployment compensation, with interstate claims classified according to whether the Michigan Unemployment Compensation Commission acted as agent or liable State.

(2) Special reports on new applications received by the Detroit central placement office since August 1940, classifying applicants according to broad occupational group and location of last employment prior to registration.

NEW APPLICATIONS, DETROIT CENTRAL PLACEMENT OFFICE, AUGUST 1940-MARCH 1941

Tables 1 and 2 are based upon a sample of new applications,¹ from all applicants except juniors, received by the Detroit central placement office. The first of these two tables presents the figures by month, while the second analyzes the data in terms of broad occupational groups. Both tables contain a distribution of the applications according to the location of the workers' last employment, with a slightly more detailed geographical distribution in table 2.

During the 8-month period ending on March 31, 1941, nearly 11,000, or 21 percent of the 53,000 new applications received from adults by the Detroit central placement office were from persons who had last worked outside of the metropolitan area. While the total number of new adult applications has increased from about 3,700 in August to 13,000 in March,² the percentage representing workers whose last employment was outside of Detroit has remained within a relatively narrow range, extending from a minimum of 17 percent in March to a maximum of 26 percent in November 1940. However, because of the extremely large number of new applications during March, resulting largely from the worker recruitment campaign of March 15-April 15, the largest number of nonlocal applicants (2,240) was recorded in March.

Of the estimated total of 11,000 migrant workers first registering with Detroit local offices of the employment service during the last 8 months, 3,036, or approximately 28 percent, were last employed in other areas in Michigan; 2,373, or 22 percent, were from other Great Lakes States (Illinois, Indiana, Ohio, Wisconsin), and the remainder of 5,526, or about 50 percent, were from all other locations, even including a few workers from other countries.

Table 2 reveals that the largest proportion of applicants whose last employment was outside of Detroit was recorded for the semiskilled occupational group, with exactly one-third of the total of 11,000 classified in this category. This proportion is slightly higher than the ratio of 30 percent in the same occupational group for workers last employed in Detroit. Of the 3,036 adult applicants whose last employment was outside of Detroit but within Michigan, 39 percent were semiskilled workers, while the lowest proportion from any of the geographical areas shown was 29 percent, the ratio of semiskilled workers to the total of 1,524 migrants from Western States.

Besides semiskilled workers, the 11,000 migrant applicants included 1,900 skilled, 1,500 clerical and sales, and 1,450 unskilled, and 600 professional and managerial workers. The number of agricultural and related workers entering the Detroit area has been negligible.

The highest proportion of new applications from migrant workers in the professional and managerial classifications (7 percent) consisted of persons from Eastern States, while the lowest ratio for this occupational group (2 percent) represented workers from Southern States. Migrants from the South included a greater proportion of service workers and of unskilled labor (15 and 19 percent, respectively) than any other section, while out-State Michigan contributed the highest proportion of skilled workers (21 percent).

The significance of the above figures on new applications is limited by the extent to which migrant workers fail to register with the employment service, and there appears to be no sound basis available at present for estimating the importance of this factor. In any case, however, the total number of new applications from nonlocal workers probably does represent a minimum figure, and

¹ A new application is an application for work received from an individual for whom the local office has no record of previous registration.

² The upward trend in new applications from adults is itself a partial indication of immigration, as the Detroit total of other types of applications (all renewals and new applications from juniors) dropped from 32,526 in August 1940 to 22,827 in March 1941. Also reflecting decreased lay-offs in the area, the number of initial intrastate claims was down from 25,260 last August to 11,353 in March.

the distributions by area of last employment and by occupational group are probably fairly representative of all migrants.

INTERSTATE CLAIMS AS AN INDICATION OF WORKER MIGRATION

The second type of information regarding movements of workers, which is available to the employment service, is the record of interstate unemployment compensation claims. Michigan State Employment Service office acts as agent for other States in accepting claims from workers with previous employment outside of Michigan. Also, Michigan is the liable State for many claims filed in other States by persons who had formerly worked in this State.

For several reasons data on interstate claims cannot be used as a direct measure of worker migration:

(1) Many migrant workers may not be eligible to receive benefits from any State.

(2) Some migrant workers who are eligible may obtain jobs before filing benefit claims.

(3) A probably large proportion of interstate claims received in Michigan either as agent or as liable State are filed by workers who have crossed State boundaries only temporarily (to visit relatives, home towns, or even vacation spots) and are not properly classified as migrant workers since they will return to the State in which they usually work as soon as the lay-off period ends. Most of them can depend upon prompt recall because of seniority systems.

(4) At least a few interstate claims are from workers who reside in one State, where their claims must be filed, while they are regularly employed just across the boundary in another State.

In spite of these limitations on the significance of interstate claims as a means of estimating the actual extent of worker migration, the data are undoubtedly useful as an indication of the trend.

Tables 3A and 3B compare the monthly trend since January 1939 in the number of interstate claims received in Michigan as agent and as liable State and the number of intrastate claims filed. The first of these two tables covers all claims, both initial and continued, while the other presents the figures on initial claims only.

Using the monthly average for 1939 as a base, indexes have been computed for each of the three types of claims. These indexes serve to emphasize the differences in the trends.

Particularly striking is the difference between the indexes for interstate and agent State claims. The total volume of claims of the former type during each of the last 6 months has represented under 45 percent of the 1939 average, while claims accepted in Michigan as agent State during the same months have represented from 51 percent to 102 percent more than the average for 1939 (table 3A). Interstate claims accepted as liable agency in this period ranged from 55 to 87 percent of the base.

Compared with the corresponding period of last year, the number of claims received during the first quarter of this year was down 44 and 24 percent for local and liable State claims, respectively, but up 21 percent for agent State claims.

INITIAL CLAIMS

Since an initial claim is the first type of claim filed by a worker after a lay-off or after coming to one State from another, the number of claims of this type for a limited period provides an approximation of the number of different individual claimants. For this reason separate figures on initial claims have been presented in table 3B.

The number of initial claims received either as liable or agent State has remained small in absolute volume, with totals for the first 3 months of 1941 amounting to 3,816 and 3,295, respectively. In this same period local initial claim volume was 72,516. However, the indexes for initial claims reveal even greater divergence in the trends for local and agent State claims than those for the combined total of initial and continued claims. In the last 6 months, the number of agent State claims exceeded the 1939 average by as much as 150 percent (in November 1940), while intrastate claims have not equaled even 50 percent of the

1939 average. Liable State claims represented from 57 to 105 percent of the monthly average in 1939.

The fact that a few States (including Illinois) did not begin benefit payments until July 1939 means that comparisons with the 1939 average, especially for agent State claims, are not entirely valid. However, table 4, which compares local and agent State claim volume in each local office area in the past 6 months with the total for the corresponding period 1 year earlier, is not subject to this limitation, and the figures presented in this table reveal similar differences in the trends.

For the State as a whole, the total number of intrastate claims filed during the last 6 months was 41 percent less than during the 6-month period ending March 31, 1940. For interstate claims taken as agent State, the corresponding change was an increase of 36 percent to 44,268. With respect to initial claims only, the intrastate load was down 50 percent, while agent State claims advanced 43 percent to 6,355.

For agent State claims only, the relatively greater increase in initial claims not only reveals a sharper upward trend in the number of different individuals filing agent State claims than would be indicated by the figures on all claims alone, but also suggests the probability that former out-of-State workers filing claims in Michigan are finding jobs here more readily.

Among the various local office areas in the State there are only three in which the ratio of agent State claims to the total number of claims accepted exceeded 10 percent during the last 6 months: Iron Mountain (13 percent), Benton Harbor (12 percent), and Flint (10 percent). However, most local offices have experienced increases over the same period 1 year earlier in the number of interstate claims taken as agents for other States with considerable variation in the percentages.

Ionia showed the greatest relative increase in agent State claims, the number during the 6-month period ending March 31, 1941, representing an increase of 259 percent over the comparable period a year ago. During the same period, intrastate claims filed in Ionia increased by only 11 percent. A similar situation prevailed in the area served by the Pontiac office, where agent State claims increased by 153 percent, while interstate claims decreased 45 percent. In the Detroit metropolitan area, agent State claims increased 52 percent and intrastate claims declined by the same amount.

Other local offices in which the number of claims accepted as agent State rose by more than 50 percent were Menominee, on the Wisconsin border of the Upper Peninsula (104.5 percent); Grand Rapids, from which many workers have probably left their homes to work in other areas, especially South Bend and Chicago (84.3 percent); St. Ignace, where local claims underwent the same relative increase (65 percent); and Niles, located just across the boundary from South Bend, Ind. (64.5 percent).

AGENT STATE CLAIMS INCREASE IN DETROIT

Among the five administrative areas, the increase in agent State claims has been greatest by far in southeastern Michigan (area No. 5), which includes the Detroit metropolitan area. A comparison of the total number of claims filed during the 6 months ending March 31, 1941, with the number for the 6-month period ending on the same date last year, reveals that agent State claims filed in that part of Michigan increased by 53 percent; at the same time, intrastate claims declined by 52 percent. The relative increase was even greater for initial claims only. The increase in initial agent State claims over the similar period 12 months earlier was approximately 60 percent in southeastern Michigan, while initial intrastate claims declined by approximately the same amount. In all other areas of the State the relative increase in agent State claims was considerably less. The lowest change for any area occurred in western Michigan (area No. 2), where agent State claims increased 5 percent, while local claims declined 26 percent.

Because of the importance of the Detroit area in the industrial activity of the State, a separate table has been prepared to show the monthly trend in initial local and agent State claims received by offices in the area. The table is of interest in comparison with tables 1 and 2 dealing with new applications. The limitations on the significance of interstate claims as a measure of worker migra-

tion which were presented above indicate that the number of agent State claims taken in any local office area is undoubtedly an understatement of the number of workers coming into the area. This conclusion is borne out by the fact that nearly 8,000 new applications from workers whose last employment was outside of Michigan were received during the last 8 months, while the number of agent State claims accepted by Detroit offices was slightly below 5,000.

Although there has been little change in the absolute number of agent State claims received in the Detroit area during the past 15 months, the trend for claims of this type has been directly contrary to the trend for intrastate claims. As a result, the ratio of interstate to all initial claims has risen from 1.3 percent in January 1940 to 5.1 percent in March of this year.

TABLE 1.—*Analysis of new applications from nonjuniors, by place of last employment, Detroit central placement office*¹—Monthly, August 1940–March 1941

Month	Location of last employment prior to registration ²					
	Total, all locations	Detroit	Applicants with last employment outside Detroit			
			Total	In Mich- igan	Great Lakes States ³	All other locations
Total, 8 months.....	52,909	41,974	10,935	3,036	2,373	5,526
August 1940.....	3,636	2,994	692	158	151	383
September.....	4,034	3,135	899	250	177	472
October.....	5,304	4,036	1,268	345	255	668
November.....	4,503	3,355	1,148	311	252	585
December.....	6,002	4,670	1,332	414	246	672
January 1941.....	8,020	6,144	1,876	497	425	954
February.....	8,307	6,827	1,480	469	386	625
March.....	13,053	10,813	2,240	592	481	1,167
Total, 8 months.....	Percentage distribution					
	100.0	79.4	20.6	5.7	4.5	10.4
August 1940.....	100.0	81.2	18.8	4.3	4.1	10.4
September.....	100.0	77.7	22.3	6.2	4.4	11.7
October.....	100.0	76.1	23.9	6.5	4.8	12.6
November.....	100.0	74.5	25.5	6.9	5.6	13.0
December.....	100.0	77.8	22.2	6.9	4.1	11.2
January 1941.....	100.0	76.6	23.4	6.2	5.3	11.9
February.....	100.0	82.2	17.8	5.6	4.7	7.5
March.....	100.0	82.9	17.1	4.5	3.7	8.9

¹ Based on sample ranging from 10 to 40 percent of each month's applications.

² Distribution for 1,987 applicants not classifiable by location (including 1,391 with no work history) assumed same as for those classified.

³ Illinois, Indiana, Ohio, Wisconsin.

TABLE 2.—*Analysis of new applications from nonjuniors, by occupation and place of last employment, Detroit central placement office¹—August 1940–March 1941*

Occupational group	Location of last employment prior to registration								
	Total, all loca- tions	Detroit	Applicants with last employment outside Detroit						
			Total	Mich- igan	Great Lakes ²	East- ern States ³	South- ern States ⁴	West- ern States ⁵	For- eign ⁶
Total, all applications.	52, 909	41, 974	10, 935	3, 036	2, 373	2, 013	1, 746	1, 524	243
Total, classified by occupa- tion.....	50, 686	40, 395	10, 291	2, 921	2, 285	1, 938	1, 680	1, 467	-----
Professional and managerial.	2, 492	1, 921	571	150	154	137	36	94	-----
Clerical and sales.....	8, 240	6, 704	1, 536	322	384	361	215	254	-----
Service.....	7, 098	5, 889	1, 209	283	268	265	252	141	-----
Agriculture, forestry, and fishing.....	409	209	200	86	10	8	66	30	-----
Skilled.....	9, 268	7, 369	1, 899	612	422	322	270	273	-----
Semiskilled.....	15, 729	12, 303	3, 426	1, 129	755	584	525	433	-----
Unskilled.....	7, 450	6, 000	1, 450	339	292	261	316	242	-----
Occupational classification not available.....	2, 223	1, 579	644	115	88	75	66	57	243
Percentage distribution of occupationally classified applications									
Total, all applications classified.....	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	-----
Professional and managerial.	4. 9	4. 8	5. 5	5. 1	6. 7	7. 1	2. 1	6. 5	-----
Clerical and sales.....	16. 3	16. 6	14. 9	11. 0	16. 8	18. 6	12. 8	17. 3	-----
Service.....	14. 0	14. 6	11. 8	9. 7	11. 7	13. 7	15. 0	9. 6	-----
Agriculture, forestry, and fishing.....	. 8	. 5	1. 9	2. 9	. 4	. 4	4. 0	2. 0	-----
Skilled.....	18. 3	18. 2	18. 5	21. 0	18. 5	16. 6	16. 1	18. 6	-----
Semiskilled.....	31. 0	30. 4	33. 3	38. 7	33. 1	30. 1	31. 2	29. 5	-----
Unskilled.....	14. 7	14. 9	14. 1	11. 6	12. 8	13. 5	18. 8	16. 5	-----

¹ Based on sample ranging from 10 to 40 percent of each month's applications.² Illinois, Indiana, Ohio, Wisconsin.³ New York, New Jersey, Maryland, Delaware, Pennsylvania, Washington, D. C., and New England.⁴ All States not elsewhere classified.⁵ Louisiana (?), Minnesota and all States west of Mississippi River.⁶ Occupational classification of registrants from foreign countries not available.

TABLE 3A.—Trend in total number of benefit claims filed with Michigan as liable and agent State, monthly State totals and indexes—January 1939–March 1941

Month	Total number of benefit claims filed			Index ¹ of total number of claims filed		
	Michigan liable		Michigan agent	Michigan liable		Michigan agent
	Intrastate	Interstate		Intrastate	Interstate	
1939						
Average	318, 196	12, 980	4, 250	100. 0	100. 0	100. 0
January	376, 021	24, 369	3, 865	118. 2	187. 8	90. 9
February	266, 694	16, 171	3, 893	83. 8	124. 6	91. 6
March	261, 320	18, 024	4, 072	82. 1	138. 9	95. 8
April	210, 048	12, 024	3, 365	66. 0	92. 6	79. 2
May	265, 988	13, 319	3, 697	83. 6	102. 6	87. 0
June	412, 549	11, 453	3, 557	129. 7	88. 2	83. 7
July	480, 644	12, 357	4, 486	151. 1	95. 2	105. 6
August	653, 546	16, 736	5, 157	205. 3	128. 9	121. 3
September	271, 657	9, 301	4, 541	85. 4	71. 7	106. 8
October	238, 568	7, 038	4, 760	75. 0	54. 2	112. 0
November	214, 749	6, 704	4, 804	67. 5	51. 6	113. 0
December	166, 563	8, 266	4, 807	52. 3	63. 7	113. 1
1940						
Average	265, 696	12, 414	7, 244	83. 5	95. 6	170. 4
January	252, 505	12, 729	6, 503	79. 4	98. 1	153. 0
February	235, 498	12, 752	5, 910	74. 0	98. 2	139. 1
March	218, 408	12, 344	5, 865	68. 6	95. 1	138. 0
April	242, 466	13, 808	7, 130	76. 2	106. 4	167. 8
May	237, 697	14, 273	6, 898	74. 7	110. 0	162. 3
June	291, 837	13, 799	7, 057	91. 7	106. 3	166. 0
July	575, 675	17, 717	9, 357	180. 9	136. 5	220. 2
August	541, 545	18, 334	8, 477	170. 2	141. 2	199. 5
September	225, 450	10, 387	7, 611	70. 9	80. 2	179. 1
October	143, 326	8, 495	7, 677	45. 0	65. 4	180. 6
November	100, 374	7, 237	6, 845	31. 5	55. 8	161. 1
December	123, 573	7, 092	7, 595	38. 8	54. 6	178. 7
1941						
January	143, 003	11, 259	8, 563	44. 9	86. 7	201. 5
February	131, 202	8, 669	7, 166	41. 2	66. 8	168. 6
March	120, 091	8, 689	6, 422	37. 7	66. 9	151. 1

¹ Base: 1939 monthly average equals 100.0.

TABLE 3B.—Trend in number of initial claims filed with Michigan as liable and agent State, monthly State totals and indexes¹—January 1939–March 1941

Month	Number of initial claims filed			Indexes ¹ of number of initial claims filed		
	Michigan liable		Michigan agent	Michigan liable		Michigan agent
	Intrastate	Interstate		Intrastate	Interstate	
1939						
Average.....	67, 978	1, 693	544	100.0	100.0	100.0
January.....	39, 219	2, 337	410	57.7	138.0	75.4
February.....	38, 062	1, 603	415	56.0	94.7	76.3
March.....	40, 050	1, 745	393	58.9	103.1	72.3
April.....	39, 453	1, 505	423	58.0	88.9	77.8
May.....	73, 865	1, 449	383	108.7	85.5	70.4
June.....	173, 411	1, 622	480	255.1	95.8	88.3
July.....	149, 259	3, 718	738	219.6	219.5	135.7
August.....	77, 101	1, 516	632	113.4	89.5	116.2
September.....	32, 219	1, 016	593	47.4	60.0	109.1
October.....	84, 380	1, 299	645	124.1	76.7	118.7
November.....	33, 293	1, 342	602	49.0	79.3	110.7
December.....	35, 423	1, 169	810	52.1	69.0	149.1
1940						
Average.....	50, 509	1, 680	978	74.3	99.2	179.8
January.....	63, 620	2, 116	960	93.6	125.0	176.5
February.....	39, 917	1, 475	692	58.7	87.1	127.2
March.....	29, 864	1, 499	723	43.9	88.5	132.9
April.....	44, 359	2, 251	1, 039	65.3	133.0	191.0
May.....	42, 392	1, 670	868	62.4	98.6	159.6
June.....	79, 854	1, 554	985	117.5	91.8	181.1
July.....	159, 659	3, 929	1, 355	234.9	232.1	249.1
August.....	53, 991	1, 174	1, 026	79.4	69.3	188.6
September.....	24, 206	1, 004	1, 025	35.6	59.3	188.4
October.....	22, 497	1, 108	1, 047	33.1	65.4	192.5
November.....	18, 095	1, 019	1, 027	26.6	60.2	188.8
December.....	27, 652	1, 364	986	40.7	80.6	181.2
1941						
January.....	31, 754	1, 788	1, 362	46.7	105.6	250.4
February.....	20, 423	971	949	30.0	57.4	174.4
March.....	20, 879	1, 057	984	30.7	62.4	180.9

¹ Base: 1939 monthly average equals 100.0.

TABLE 4.—*Interstate claims accepted as agent State, by local office, and comparison with intrastate claim volume, total and initial, for 6-month periods ending Mar. 31, 1940 and 1941*

Area and office	6 months ending Mar. 31, 1941				6 months ending Mar. 31, 1940				Percent change, 6 months ending Mar. 31, 1940, to 6 months ending Mar. 31, 1941			
	Total interstate claims		Initial interstate claims		Total interstate claims		Initial interstate claims		Total claims		Initial claims	
	Number	Percent of all claims	Number	Percent of all initial claims	Number	Percent of all claims	Number	Percent of all initial claims	Inter-state	Intra-state	Inter-state	Intra-state
Total, entire State.....	44,268	5.2	6,355	4.1	32,649	2.3	4,422	1.5	+35.6	-41.3	+43.4	-49.7
Area No. 1, total.....	2,851	4.9	398	4.6	2,448	3.8	347	3.5	+16.5	-12.4	+14.7	-13.6
Escanaba.....	204	4.9	32	4.0	209	4.7	41	5.5	-2.4	-7.5	-22.0	+8.4
Hancock.....	443	4.1	53	4.9	296	1.9	33	2.0	+49.7	-33.5	+60.6	-38.5
Iron Mountain.....	531	13.2	75	14.5	539	13.1	70	11.8	-1.5	-2.7	+7.1	-11.3
Iron River.....	360	9.8	43	10.0	292	9.3	43	10.0	+23.3	+15.6	.....	.....
Ironwood.....	635	7.1	109	7.2	515	8.0	75	6.5	-23.3	+40.9	+45.3	+31.2
Manistique.....	42	2.4	6	1.7	47	2.5	11	3.1	-10.6	-6.7	-45.3	+2.9
Marquette.....	202	2.1	30	1.9	195	1.9	35	2.2	+3.6	-8.2	-14.3	-1.6
Nemadji.....	182	5.0	19	3.4	89	1.6	10	1.9	-104.5	-36.0	+90.0	-48.3
Munising.....	77	3.8	6	1.5	63	2.5	9	1.9	+22.2	-20.2	-33.3	-13.3
St. Ignace.....	33	1.5	4	1.3	20	1.5	.....	.....	+63.6	+63.6	.....	+77.6
Sault Ste. Marie.....	142	2.0	21	2.1	183	1.9	20	1.3	-22.4	-26.6	+5.0	-34.9
Area No. 2, total.....	3,663	3.0	442	2.1	3,485	2.1	379	1.3	+5.1	-26.1	+16.6	-30.2
Cadillac.....	130	2.6	13	2.2	167	2.2	12	1.1	-22.2	-35.6	+8.3	-43.9
Grand Rapids.....	1,040	2.5	130	1.8	1,233	2.0	123	1.1	+84.3	+5.7	-40.0	-40.0
Holland.....	399	3.5	58	2.6	385	2.4	63	2.0	+3.6	-30.9	-7.9	-30.9
Ironia.....	201	1.7	19	1.9	56	.5	10	.8	+258.9	+11.3	+90.0	-19.8
Manistee.....	328	5.2	39	3.7	239	2.5	24	1.5	-37.2	-35.1	+62.5	-37.4
Muskegon.....	918	2.9	131	1.8	824	2.4	101	1.2	+11.4	-8.5	+29.7	-16.5
Vetoskey.....	275	2.8	24	2.2	274	2.4	15	1.1	+4	-36.8	+60.0	-22.7
Traverse City.....	372	3.8	28	3.2	307	3.0	31	2.6	+21.2	-38.8	-9.7	-27.6

TABLE 4.—*Interstate claims accepted as agent State, by local office, and comparison with intrastate claim volume, total and initial, for 6-month periods ending Mar. 31, 1940 and 1941—Continued*

Area and office	6 months ending Mar. 31, 1941				6 months ending Mar. 31, 1940				Percent change, 6 months ending Mar. 31, 1940, to 6 months ending Mar. 31, 1941			
	Total interstate claims		Initial interstate claims		Total interstate claims		Initial interstate claims		Total claims		Initial claims	
	Number	Percent of all claims	Number	Percent of all initial claims	Number	Percent of all claims	Number	Percent of all initial claims	Inter-state	Intra-state	Inter-state	Intra-state
Area No. 3, total												
Alma	3,417	3.4	482	3.2	2,984	2.1	350	1.5	+14.5	-30.4	+37.7	-36.6
Alpena	235	2.2	29	1.7	259	2.1	33	1.9	-9.3	-13.5	-12.1	-5.1
Bay City	108	.5	7	.4	133	.7	13	.5	-18.8	+11.2	46.2	-30.1
Flint	449	2.4	57	2.0	412	1.3	43	.8	+9.0	-39.1	+32.6	-46.8
Port Huron	1,731	10.4	257	9.6	1,107	3.6	162	2.9	+56.4	-48.9	+38.6	-55.6
Saginaw	282	2.7	41	1.9	448	2.1	31	2.9	-37.1	-51.9	+32.3	-41.3
West Branch	486	2.9	77	2.7	381	1.7	50	1.4	+27.6	-28.0	+44.0	-21.4
	126	2.0	14	1.6	244	4.6	18	2.8	-48.4	+23.2	-22.2	+39.2
Area No. 4, total												
	6,903	5.9	977	4.5	5,888	3.4	809	2.6	+17.2	-34.6	+20.8	-32.3
Adrian	333	4.9	45	5.0	367	4.1	50	2.8	-9.3	-48.4	-8.0	-49.1
Ann Arbor	708	5.5	138	5.4	577	3.9	100	3.5	+22.7	-14.9	+38.0	-11.8
Battle Creek	903	5.6	134	4.1	712	2.2	94	1.6	+39.5	-47.8	+42.6	-45.2
Benton Harbor	1,538	1.9	150	7.5	1,433	8.1	175	6.4	+7.3	-30.6	-14.3	-27.7
Jackson	690	5.1	87	4.2	622	9.7	72	1.5	+10.9	-42.6	+20.8	-58.0
Kalamazoo	706	4.0	118	3.3	647	3.4	109	3.5	+9.1	-6.2	+8.3	+13.1
Lansing	1,018	4.8	188	4.8	736	1.9	117	1.9	+35.0	-49.2	+60.7	-36.7
Niles	569	8.6	69	5.7	346	7.1	44	4.6	+64.5	+35.3	+56.8	+25.9
Owosso	91	1.6	18	1.3	139	2.1	15	.9	-12.8	-22.5	+20.0	-19.7
Sturgis	257	5.7	29	5.0	271	4.4	33	2.6	-3.2	-29.3	-12.1	-56.0
Area No. 5, total												
	27,434	6.7	4,056	5.0	17,844	2.2	2,537	1.3	+53.7	-52.1	+59.9	-60.1
Monroe	315	5.7	62	5.3	347	3.6	36	2.0	-9.2	-43.1	+72.2	-38.3
Mt. Clemens	197	2.6	28	2.3	212	1.5	16	.6	+7.1	-47.2	+75.0	-58.1
Pontiac	1,439	8.5	223	6.4	569	2.0	77	1.7	+152.9	-14.9	+189.6	-29.1
Detroit, metropolitan	25,483	6.7	3,743	4.9	16,716	2.2	2,408	1.3	+52.4	-52.5	+55.4	-61.1

TABLE 5.—*Initial claims received, Detroit C. P. O. monthly—January 1940–March 1941*

	Number of initial claims		Interstate as percent of all initial claims accepted		Number of initial claims		Interstate as percent of all initial claims accepted
	Local	Inter-state agent			Local	Inter-state agent	
Total, January 1940–March 1941.....	379, 331	8, 536	2. 2	September.....	12, 114	617	4. 8
1940.....				October.....	11, 463	607	5. 0
January.....	39, 111	525	1. 3	November.....	9, 304	542	5. 5
February.....	23, 815	362	1. 5	December.....	12, 938	559	4. 1
March.....	14, 185	389	2. 7	1941.....			
April.....	24, 703	530	2. 1	January.....	15, 365	844	5. 2
May.....	27, 380	465	1. 7	February.....	11, 658	577	4. 7
June.....	47, 701	531	1. 1	March.....	11, 353	614	5. 1
July.....	92, 981	746	0. 8	Total, August 1940–March 1941.....	109, 455	4, 988	4. 4
August.....	25, 260	628	2. 4				

EXHIBIT 17—WISCONSIN

REPORT BY HARRY LIPPART, DIRECTOR, WISCONSIN STATE EMPLOYMENT SERVICE,
MADISON, WIS.

MARCH 20, 1941.

As far as Wisconsin is concerned, we have not had a very serious problem in the migration of workers. To date no large defense contracts, either of a construction or a production nature, have been let which have created a shortage of unskilled workers in any part of our State. Some Wisconsin workers have traveled to adjoining States, mainly Illinois and Indiana, seeking work on various defense projects. Most of these were skilled tradesmen and did not present the usual problems of migratories.

Occasionally there have been attempts to encourage out-of-State agricultural workers to come into Wisconsin to work in the cherry orchards and sugar-beet fields. There has been only one instance in the past where such an attempt has materialized. This was a case where some Mexican workers were imported for sugar-beet work.

EXHIBIT 18—MINNESOTA

REPORT BY HON. OSCAR YOUNGDAHL, MEMBER OF CONGRESS, FIFTH DISTRICT,
STATE OF MINNESOTA

DECEMBER 16, 1940.

The problem of transient unemployed is a very serious one, not only from the standpoint of cost to the community, but from the standpoint of any permanent rehabilitation to the representative of any metropolitan district such as mine.

The city of Minneapolis, part of which I have the honor to represent in the House of Representatives, is vitally interested in the problem of the transient unemployed workers, or the unemployed transient and his family. In cities of the population group of 250,000 to 500,000, Minneapolis ranks second in the number of transient cases handled. A study of this problem in Minneapolis shows that the average unemployed transient family consists of a man and his wife and 4 children. Their care under the department of public relief costs the city of Minneapolis approximately \$115,000 annually. In addition to this fund private agencies expended a considerable amount of money in meeting the direct needs of families following the expiration of the regular 15-day public relief period.

For instance, during the month of June 1940, 176 transient cases were dealt with in varying degrees by private agencies in Minneapolis for which there

are no funds for this purpose. Although the cost to Minneapolis is approximately \$115,000 per year, the expenditure of this amount of money is meeting only the bare necessities of livelihood for these transients unemployed, and is in no way helping to permanently solve this problem or to offer any means of stabilization.

In Minneapolis a transient service was set up by the department of public relief for the handling of all categories of homeless persons and families. At the present time relief is given to employable transient couples for only 15 days and only emergency medical care is furnished. Most other cities have somewhat similar rules and regulations regarding the care of these transients. The very fact that they are transients and that no city is willing or financially able to let down the bars and class them as residents compels them to remain transients and condemns them to a floating existence, finding temporary employment where they can and moving from place to place in order to come under short periods of direct relief.

Without Federal leadership and Federal financial aid the problem of the transient unemployed seemingly must always remain such a problem with the consequent heavy drain on relief funds of various cities. It is a problem that I believe not only my district, but every other district, will be interested in seeing solved.

I believe work of this committee in making an investigation of facts and attempting to work out a permanent solution is one to be commended and supported.

EXHIBIT 19.—IOWA

REPORT BY WILLIAM S. BARNES, DIRECTOR, STATE OF IOWA UNEMPLOYMENT
COMPENSATION COMMISSION, DES MOINES, IOWA

MARCH 18, 1941.

Although quantitative data are not available regarding the migration of workers, it is known that several building tradesmen, and probably unskilled workers as well, have left the State to work at Rolla, Mo.; Charleston, Ind.; Aurora, Ill., and other places where construction workers have been in considerable demand. Skilled mechanics have also left the State to work in the airplane factories and skilled machinists have migrated to the Rock Island Arsenal and to St. Paul, Minn. On the other hand, skilled construction workers have immigrated into the State to work at the shell-loading plant near Burlington, Iowa. It is believed, however, that the number who have migrated out of the State is considerably in excess of the number who have immigrated into the State, although definite figures are not available to indicate what the excess might be.

(A regional report by the Farm Security Administration, containing data on Des Moines County, Iowa, appears on p. 4646.)

EXHIBIT 20—MISSOURI

REPORT BY GEORGE I. HAWORTH, ADMINISTRATOR, STATE SOCIAL SECURITY
COMMISSION OF MISSOURI, JEFFERSON CITY, MO.

MARCH 15, 1941.

The information which we are reporting has been obtained from our own field staff and the Missouri State Employment Service of the Unemployment Compensation Commission.

In Missouri there are three main areas affected by defense developments, namely, the Weldon Springs Ordnance Plant in St. Charles County, which is adjacent to St. Louis; the small-arms plant at Lake City in Jackson County, which is near Kansas City; and Fort Leonard Wood, the Seventh Corps Army Training Area, in Pulaski County.

The migration of workers in connection with the first two areas does not yet appear to be serious, although it is too early to make any definite prediction. The reason for this is that both of these areas are located near urban centers where there is more of a labor supply within commuting distance to meet the

needs of the defense development. For this reason, housing, health, and recreational facilities will not be as limited, although in the immediate vicinity of both projects there is a shortage of housing.

The most serious problem in regard to migration of workers at present is at Fort Leonard Wood since Pulaski County and the surrounding counties are distinctly rural and the local supply of labor was exhausted immediately. In the 1940 census, Pulaski County had a population of 10,775, and Waynesville, the county seat, which is 7 miles from Fort Leonard Wood, had a population of 468. Fort Leonard Wood is to house 40,000 troops and is to be the permanent home of the Sixth Division, with a minimum peacetime strength of 17,500.

The migration of workers to defense areas has been fairly well controlled, and there has not been a great surplus of workers coming into areas who have not been able to obtain employment. This can largely be credited to the State employment service, as a result of their efforts to prevent migration beyond the need for workers. Through a publicity program they have discouraged workers against leaving their local communities to apply for work directly at defense projects and have made referrals to defense areas from the local employment offices all over the State. One evidence that this policy has been fairly successful is that in 1 week 40,000 persons were registered throughout the State who wanted to go to defense areas for work.

Of course many workers have gone directly to the defense areas seeking work due to the publicity given to defense projects and that not all of the hiring is done through the State employment offices. Of the 29,000 persons now employed in the Fort Leonard Wood area, the State employment service estimates that they have referred 23,000. Preference in referrals has been given first to local people, and then referrals were made from the other areas, branching out to the nearest first.

As an indication of the number of workers who have had to be brought in to Pulaski County to meet the need and the distances from which they have come, the State employment service reports that they have referred 15,263 workers from out State employment offices, the nearest being 40 miles. The following represents the areas from which the largest number of referrals have been made and the approximate distance to the job:

Lebanon, 40 miles-----	2,727
Jefferson City, 80 miles-----	2,050
West Plains, 89 miles-----	2,036
Springfield, 96 miles-----	2,014
St. Louis, 105 miles-----	883
Joplin, 172 miles-----	683
Sedalia, 117 miles-----	604
Columbia, 112 miles-----	541

Lately it has also been necessary to bring in workers from other States. The employment service estimates that the following referrals have been made: From Arkansas, 400; Iowa, 50; Oklahoma, 50; Illinois, 50. Many others have come in from Iowa with the contractors, since the Army training area was originally to be located there.

CONSTRUCTION WORKERS

Most of these men who have come into Pulaski County are employed on construction work. It is difficult to estimate how many of these will be able to get permanent employment in the area when construction is completed, but the number is likely to be small. The residue of migrants will face serious economic problems.

Because defense programs in other States started sooner, many skilled laborers left to work in other States before jobs were available in Missouri. Due to this and other factors, the State employment service feels that more workers have left Missouri for defense employment in other States than have migrated in.

One or two industries in Rolla, which is 39 miles from the fort, complained that their employees were leaving for defense jobs due to higher wages. The wages are higher in this area, carpenters' wages having increased from 60 cents to \$1 an hour, and a much higher wage is paid for clerical and stenographic workers. All of the construction work is closed shop, and there is a combination referral from the State employment office and the union. It is reported that there is a labor turn-over of from 15 to 20 percent a month. There is a

wide commuting area into Pulaski County branching as far as 100 miles. There is also a mushroom growth of tent cities and trailer camps along the highways. The present indication is that not many of the workers who have moved into the area for construction of the camp have brought their families with them. Local sources estimate that there are not more than 200 family groups who have moved into the area. From observations reported, there were few children in trailer camps or tent cities.

Housing is the most serious problem. Rents have skyrocketed. Rooms which formerly rented for \$1.50 a month now rent for \$35. Houses formerly rented for \$12 to \$15 a month will bring any price asked.

PERMANENT HOUSING NEEDED

Not only is the immediate housing situation serious but the prospect of housing the people who will permanently locate near the camp is more serious. The most conservative estimate which has been made of the number of people who will permanently locate in the area is 10,000. The town of Waynesville does not have a water or sewage system. There is no legal provision for zoning ordinances in counties and towns of this size. In addition to the people in the camp reservation, it has been estimated that there will be approximately 1,800 officers with families who will have to be housed outside of the camp. Other towns which may be able to help bear this burden are Rolla and Lebanon, respectively 30 and 40 miles away.

From present developments, we know that there will be great additional need for public assistance, housing, medical care, and recreational facilities, but as yet we cannot anticipate the extent of this need.

In regard to present funds for meeting these needs, Pulaski County cannot begin to furnish them. The Pulaski County budget set up for 1940 county expenses was \$36,516. That part of the budget set up for relief purposes was only \$4,459. This has to cover local charities, paper burials, clothing, and expenses of the county courthouse and jail. The county court is contributing toward the expense of the local county social security office in the form of office rent, stamps, office supplies, and expenses connected with the distribution of surplus commodities. These expenses have averaged \$46 a month during the past 5 months. There is no local money spent for direct relief. In view of the limited local funds, it will not be possible to provide assistance to migratory workers from this source. The limited State funds allocated for general-relief purposes do not even meet the needs of persons classified as unemployable, and because of this we cannot look for much help from this source. The present relief and health program has been able to meet the situation to date, but we anticipate that a real problem will begin to appear from this point on. People observing the situation feel that additional loads on public assistance brought about by national-defense developments cannot be handled by local and State funds.

(Additional data on Pulaski, Jackson, and St. Charles Counties are included in a Farm Security Administration regional report, and appears on p. 4647.)

EXHIBIT 21—LOUISIANA

REPORT BY MYRON FALK, SOCIAL ECONOMIST, LOUISIANA STATE DEPARTMENT OF PUBLIC WELFARE

MARCH 24, 1941.

This report was prepared for the House of Representatives Select Committee Investigating the Interstate Migration of Destitute Citizens.¹

Louisiana has secured a number of defense projects and is enjoying all the prosperity that accompanies increased employment and spending. On the other hand, it is also experiencing all the difficulties and problems that go with a sudden demand for more workers, particularly when the demand cannot be met from the local supply.

The migration of thousands of workers, attracted by the unlimited opportunities for work has created problems which many communities did not know would arise. As a result, there was no planning and the presence of the problems brought about considerable confusion.

¹ Mr. Roland Artigues, senior case supervisor, Rapides Parish Department of Public Welfare, assisted in the collection of the material regarding Alexandria.

The attitude of many local officials hindered attempts to find a solution to the problems of adjusting activities of a city when it suddenly finds its population tripled. A member of the association of commerce of one of the cities affected, said in his opinion there were no problems. Everyone is making money and is happy, he remarked, and if any problems develop, we can handle them here without outside help. He was unaware that many of the problems of health, recreation, and housing had arisen in this community and that local governments were not able to find a solution, especially when a financial solution was necessary.

This report was prepared with the hope it would show how the vital community activities—labor, employment, health, education, recreation and housing—have been affected by the migration of workers to defense projects in Louisiana. The scenes are changing rapidly and this report is by no means a complete picture of the communities reviewed.

The department of public welfare has also felt the impact of this migration and a discussion of the problems facing the department of public welfare is included.

LABOR AND EMPLOYMENT

The most important defense projects in Louisiana are:

1. The construction of Camp Livingston, 14 miles north of the city of Alexandria. This camp, built at a cost of approximately \$17,000,000, is to accommodate 31,000 soldiers.

2. The construction of Camp Claiborne, 15 miles south of the City of Alexandria. This camp will cost approximately \$14,000,000 and will accommodate 29,999 men.

3. The construction of Camp Polk, 6 miles southeast of the town of Leesville and about 60 miles west of Alexandria. This camp will cost approximately \$17,000,000 and will be the base for a mechanized division for approximately 145,000 men.

4. The erection of an army general hospital in New Orleans to cost \$700,000.

5. The construction of a \$750,000 air corps station at New Orleans.

6. Construction of a naval reserve base at New Orleans.

7. Expansion of facilities and shipyards in New Orleans.

8. The construction of the East Baton Rouge Airport near the city of Baton Rouge.

The distribution of the defense projects indicates that the problems arising from them will not be State-wide. The cities, towns, and sections in rural Louisiana near the construction of the three major camps will feel most heavily the effects of the defense program. The extreme northern and southern parishes will be affected only indirectly. It is believed New Orleans is large enough to absorb the increased tempo of industry and employment in that area without undue strain. Labor officials state that the reservoir of labor in New Orleans will make it unnecessary to employ many migratory workers.

With Alexandria, Leesville, and the surrounding area, however, the situation is entirely different. Alexandria is perhaps the city most affected in the whole State by the defense program. In 1930 the population was listed as 23,025 and in 1940 as 27,066; an increase of less than 4,000 (17.6 percent) in 10 years. In less than 2 months after the construction of the camps began, the population doubled, and a little later it had trebled. It has been difficult for Alexandria to absorb the thousands of new residents. Every activity and part of the city has felt the influx of the workers.

In Leesville the population on February 10, 1941, was listed as 15,000, as compared to its normal population (1940 census figures) of 2,829. Naturally, this tremendous mushroom increase has also affected this town. The State police has increased its force around Leesville from a normal of 15 to 127; the Kansas City Southern Railway reported that in less than a month they had quadrupled their force. It has been necessary for the parish to plan for improving roads and streets and to organize a city police force. The mayor now holds court every morning to try offenders.

Because Alexandria and Leesville have not been able to adequately handle the swarm of workers coming into the two towns, some have overflowed into the nearby towns and adjoining parishes of Grant, Avoyelles, Natchitoches, Sabine, Allen, and Beauregard.

In Alexandria, postal receipts for January 1941 were 85.4 percent higher than for January 1940. Telephones in service were 28.8 percent higher in January 1941 than in January 1940, while the value of building permits jumped 453.8 percent in January 1941 over January 1940.

Alexandria has always been considered conservative. There are a number of old families in the community and newcomers have complained that it has been difficult to get to know people. Practically everything in the town closed at 10 o'clock in the evening and to be on the streets after that hour called for an explanation.

The defense projects have changed all of the "mores" of Alexandria. Families who had never let their daughters or sons work in Camp Beauregard, the permanent camp located there, are now perfectly willing to allow their children to accept positions at the camp because of the large salaries. The 10 o'clock closing hour is completely gone and some stores remain open all night. The close-knit community is also opening. Pleas have been made by the mayor and other civic persons that the community should accept the workers and the soldiers who will soon be in the camps. In a recent meeting discussing the need for a recreational center in Alexandria, one person said that it was up to the families in Alexandria to receive these soldiers and make them feel at home. It was pointed out that unless the soldiers met girls and boys from the nicer families in Alexandria, they would meet the ones from the questionable families.

Leesville has not undergone the same changes however. This has always been a small town and the only change noticeable is that it now has taken on the appearance of a carnival town. In 1930 the population was 3,291 and in 1940, 2,829, or a loss of 462. All of the activities of this town have been geared to a town of 3,000 people. To suddenly have tens of thousands of workers coming into this town has caused much confusion.

Both Alexandria and Leesville have seen a number of the usual occupations following camp constructions come into the town. Hot dog stands, side shows, four for 10 cents photograph shops, and similar things have come into both towns in large numbers.

The following figures are taken from the Alexandria newspaper indicating the number of persons who have been employed by the two camps near Alexandria:

Sept. 13, 1940-----	¹ 15	Jan. 15, 1941-----	32,954
Oct. 1, 1940-----	8,000	Jan. 20, 1941-----	31,799
Nov. 1, 1940-----	17,000	Jan. 27, 1941-----	30,000
Nov. 11, 1940-----	18,193	Feb. 1, 1941-----	24,894
Nov. 20, 1940-----	25,000	Feb. 10, 1941-----	18,906
Dec. 20, 1940-----	27,000	Feb. 28, 1941-----	18,596
Dec. 31, 1940-----	33,000	Mar. 1, 1941-----	17,000
Jan. 2, 1941-----	35,882	Mar. 3, 1941-----	8,851
Jan. 10, 1941-----	² 36,857	Mar. 15, 1941-----	³ 500

¹ Field party, engineers and surveyors.

² Peak.

³ Estimated.

The following schedule has been obtained from the newspaper regarding the number of workers employed in the camp at Leesville:

	<i>Men</i>
Feb. 10, 1941-----	1,500
Feb. 21, 1941-----	8,171
Feb. 25, 1941-----	9,500
Mar. 1, 1941-----	11,420

It has been estimated that the peak will reach 12,000.

CLASSIFICATION OF WORKERS

It has been estimated that the ratio of total workers was as follows: Skilled workers, 65 percent; common laborers, 21 percent; administrative, 14 percent. It has been further estimated that about 25 percent of those employed have been employed for the full project time of 6 months. Another 25 percent will have had 5 months' employment, another 25 percent 4 months and the other 25 percent anywhere from a week to 3 or 4 months.

Some of this labor was referred to the projects by the Louisiana State Employment Service. The construction companies did use the State employment service to a large degree and also used unions.

It is difficult to estimate the number of persons employed in the camp projects who were brought into the State for the work. For the most part, all of the skilled laborers were obtained from other sections of this State and from other States. Also, generally speaking, the skilled were mostly all white except for a few colored brickmasons. A majority of the common laborers were Negroes. The employment of persons was not based on color and no distinction was made. It just happened that a number of available common laborers were Negroes.

It has been definitely determined that a number of workers, probably thousands of them, were former farm workers from farms in this State. These workers were told of the opportunities in Alexandria by the State employment service. The crop season had just ended and, therefore, the workers were unemployed. This is particularly true of the sugarcane cutters. The cane season was bad this year, and many of the laborers hardly made enough to tide them over until the crop season began again. They were available for immediate placement, and the State employment service referred them in large numbers to the projects at Alexandria. Some of them got jobs paying as much as \$1 an hour for 8 hours a day, 6 days a week. It is expected when crop season begins, many of these workers will not want to return to the farm to work for rates less than \$1 a day, when they have been accustomed to earning \$5 a day. For some, this is their first experience at working in an urban center, and it is believed many of them will believe these are average wages and will not be convinced that the wages were abnormal and all out of line. Some have already said they will prefer to remain in the urban centers, hoping that they will secure some other job paying wages similar to those they have received. It is expected that many will not return to the farm and will either become migrant workers and move from place to place on the rumor that there are jobs available.

Information available indicates that 75 percent of the total number of persons working in the two camps at Alexandria are nonresidents of the parish. Many are residents of the State and were brought in to work in Alexandria, while still another group are nonresidents of Louisiana, brought in to work on the camps. Of course, a large number drifted in.

The union did bring in a number of nonresidents. It is difficult to check because they knew that the State employment service was the referral agency and they did not want to run the risk of having their men turned down because they lacked local or State residence. As a rule, residents were given first preference. As a result, many of the persons who came into the State gave local addresses, usually the address of the local union. One union official said that he requested 500 plumbers to be brought in from New York and that he told these plumbers to say that they lived in Alexandria. All were employed.

There is also the story that a private Memphis employment agency furnished a number of administrative persons for the staff. This employment agency is alleged to have charged from 10 percent to 25 percent of the first month's salary as a fee for placing people. It has also been rumored that the agency was opened and owned by a relative of one of the officials of a construction company.

FARMS SHORT OF LABOR

Reports have just been received that the strawberry area around Hammond, La., will be short of workers this berry season. The strawberry season usually begins around April 1, and last year over 14,000 workers migrated into Hammond to pick the strawberries. This year, less than 1,000 persons have arrived and the planters are beginning to get worried because they are sure that this means there will be a tremendous labor shortage. Some of the former migrant workers have written the planters telling them that they will not be available this year because they have obtained employment in defense projects and in some instances they say children have been drafted or have joined the army and are not available for employment. Under normal conditions most all of the families are in Hammond 2 weeks before April 1 because the crop from which they come, usually in Florida, is over and it allows them the opportunity to travel to Hammond to arrive there about March 15. As stated above, the absence of the migrant workers

in Hammond at this time is very conspicuous and the planters are planning to hold a meeting to discuss what might be done to obtain an adequate number of migrant workers to pick the strawberry crop.

It is true most of the projects in Alexandria are over but there is still the camp in Leesville under construction and many of the persons from Alexandria have gone over to Leesville to work there. On the other hand there are still many thousand workers around Alexandria who are unemployed. They are not eligible for unemployment compensation and have no means of income except whatever money they have been able to save from their jobs. They do not want to return to their former residence and it has been reported that many of them are planning to move to other construction centers, either in Louisiana or in the South, to seek employment. There is no question that the projects at Alexandria have definitely created a new group of migrant workers.

Some of these workers now consider themselves as skilled. Their only experience in either carpentry and bricklaying has been the job they did at the camp construction and they were not required to show much ability. Men who have never held a hammer before were classified as rough carpenters and now they believe that they can qualify as one and intend to seek employment as one. Their lack of skill will make it more difficult for them to find a job and they will probably drift from place to place a long time before they realize they cannot be classified as skilled.

The definite lack of skill in all classes of workmen has been noticeable. One of the executives at a camp stated that he had previously built camps in the last World War period and the work this year was at least 15 percent less efficient than it was in 1916. This can be attributed partially to the effect of the depression inactivity both in the maintenance of already acquired skilled and the lack of training apprentices. This might be an indictment against the relief program of the past, since it was not effective in conserving and developing skills and in giving job assignment without regard to previous skill. Skilled men were in many instances made to do unskilled work.

This lack of skill is also attributed to the fact that many persons classified as carpenters and such, previously had little experience. All of these reasons do add up to an increased cost in labor and in time. The lack of skill and the more or less unfamiliarity of work habit has increased the cost in the premium payable for workmen's compensation.

Lake Charles has reported a large number of men passing through on their way to Orange, Tex., for jobs in the shipyards. The Louisiana and Texas State employment agencies have been working together to solve the problem of securing an adequate labor supply. Both agencies are referring men to the project, but still many are coming on their own volition. The ship building has not yet started on a large scale and no authentic information is available.

HOUSING

The unusual influx of construction workers, as well as large numbers of soldiers, has more than tripled the population of Alexandria and Pineville, thereby creating an acute housing situation. The sharp increases in rents have been felt by every resident of this parish and particularly by the clients receiving public assistance. Many houses formerly abandoned because they were unfit for habitation are now occupied and frequently crowded by two or more families. Some persons living in small homes have moved their families into one room in order to take in roomers and boarders to supplement their incomes or to accommodate relatives and friends who have been evicted. In many areas, sanitary conditions are poor and in some cases are a definite menace to health.

Families have been reported to be living in old box cars; others in abandoned garages; and many in tents. It has been necessary to increase a considerable number of public-assistance grants in order to prevent evictions. Many families have moved from in and around Alexandria to rural areas in order to secure cheaper homes. This movement has caused considerable shifting from urban to rural locations.

The construction of the camps has made it possible for most able-bodied men in the parish to obtain work, but two of the camps are now nearing completion and many of the workmen have been released.

The construction of Camp Livingston had effect on surrounding parishes as well as on Alexandria. With the influx of workmen, living conditions became deplor-

able. Trailer camps spring up overnight. Natives charged the workers exorbitant prices for room and board and when the demand for living quarters continued to increase, chicken houses and barns were hastily repaired and rented. Many of the workmen built boarded shacks and lived together. In the beginning of the work three couples, one of whom had a child, were reported to be sleeping in shifts in a small tent. A small country church ousted the church janitor, who is a department of public welfare client, receiving old-age assistance, from the one-room house he occupied on the church grounds and rented it to a family of five. The church grounds were then rented as trailer and tent space and a fee was charged each family for use of the church well.

Sabine Parish reported a tremendous increase in rent in Many and the southern portion of the parish. Rent has doubled and in some cases tripled. Many landlords in rural areas who were content to receive no rent except upkeep of the place are now demanding and receiving substantial sums for rent. Many people formerly lived rent free in the abandoned sawmill town of Gandy. This town is now repopulated and rent of \$10 to \$15 per house is collected. For the few who have secured jobs at Leesville the increased rent is no problem. For the many who have no added income, increased rent is catastrophic.

Loss of income has been reported from all sections of the State by owners of small hotels and lodging houses which catered to the migratory and transient trade. All unemployed men have now gone to Alexandria and Leesville.

As far away as Natchitoches Parish, which is 80 miles from Alexandria, there is an overcrowded housing condition. Natchitoches Parish does not have an Army camp within its boundaries, however, it is bordering on the parishes of Vernon, Grant, and Rapides, in which camps are located. As a result, the parish has felt an overflow from crowded areas, which has caused an increase in all living expenses. Due to the congested condition in Alexandria, several district offices have moved to Natchitoches. All available houses and office spaces are occupied.

It has been stated but not verified that the Rapides Parish Police Jury (parish governing body) discharged all prisoners from the new jail and is now renting beds in the jail at the rate of \$1 a night. The facilities in the jail are better for the price than can be obtained anywhere else.

When the construction work began in Leesville, a number of old streetcars were moved in and the seats fixed up as beds and are rented for 50 cents a night.

Many old barns and even chicken houses have been quickly repaired and turned into large lodging houses. One person repaired an old barn near the camp, placed 125 beds in it, and rents each bed for \$1 a night. In some instances it has been reported that beds were rented for only 12 hours and they had to be vacated at the end of that time so new occupants could use them.

The housing problem will not be solved when the construction of the camps is completed and the workers move on. There has lately been a growing demand for living quarters by Army officers. Because of this, the housing situation is expected to remain acute for some time to come. Some housing projects are to be started, but it is not expected that the number of houses built in the projects will be sufficient to meet the needs. The construction of these projects will require a number of migratory workers.

HEALTH

The health problem is not as acute at this stage as the medical profession anticipates it will be in the near future. No serious epidemics have been reported but physicians have expressed fear that as soon as warm weather begins there will be a spread of typhoid, malaria, and other diseases prevalent in warm months.

Two-thirds of the parishes in Louisiana have health units and in all probability these could handle emergencies arising in those parishes. For the one-third which do not have health units, there is no service available to meet the problem. The occupation of houses not fit for human habitation, the lack of sanitary conditions, will certainly bring about serious consequences. Also numerous restaurants and cafes which have sprung up in the construction areas are not properly supervised and inspected. Twenty persons were recently treated for ptomaine poisoning received from food eaten in a restaurant. It is expected many such cases will be reported in the future.

One of the parishes, Vernon, is having difficulty in financing adequate health services. An attempt has been made to establish a permanent health unit in that parish. It did exist in the past but the police jury was unable to finance it and

it was terminated at the end of a 3-month trial period. The police jury and the mayor have held a number of meetings for the purpose of discussing the establishment of a health unit in the parish.

The parishes are also reporting that there are a limited number of doctors available to meet the enormous increase in population. Many of the younger physicians have been called to service, or have enlisted, and it has been difficult in many localities for persons to secure medical services even in emergencies.

During the months of December 1940 and January 1941 there were many cases of influenza and mumps. It has also been reported that in some of the trailer camps illness has been prevalent. Doctors and nurses of the parishes where health units are located, have been visiting the trailer and tent camps regularly. Deep wells have been put down and proper disposal of garbage made. No such service is available, however, in the parishes which do not have health units, and with the summer coming, the problem of garbage disposal is very likely to become serious.

PROBLEMS OF THE DEPARTMENT OF PUBLIC WELFARE

The problems of housing, rents, increased cost of living are the most pressing to the department of public welfare.

Next in importance is probably the difficulty public assistance clients are experiencing in securing wood and fuel. The cost of wood has increased until it is almost prohibitive for the lower income group. In addition to the advanced price is the fact that many disabled clients who have depended upon friends and relatives to gather fuel from the nearby woodlands are now deprived from that resource, because all able-bodied individuals have secured employment on some of the construction jobs and do not have time to cut and gather wood. It is almost impossible to buy wood at any price. A few homes are equipped with cutane gas, but the majority of homes use wood as a fuel, because of its economy. To meet this condition, the Natural Gas Committee of the National Defense Committee has approved a franchise to the United Gas Corporation for 25 years for the furnishing of gas to the town of Leesville; however, it may be some time before gas is piped into this area.

It has been difficult and in most instances impossible to verify employment of working members of families. The personnel departments of employment agencies have been unable to give accurate information relative to locations and salaries of construction workers. Therefore, the number of complaints regarding eligibility of clients receiving assistance has multiplied rapidly. This situation is particularly evident in groups of partially employable clients, who under normal conditions could not support themselves but because of the demand for laborers, are able to draw relatively high wages for a short time. In one instance a man who was ill insisted upon working against the advice of his physician and was forced to undergo a serious operation as a result of his efforts.

Many of the clients have had their public-assistance grants suspended because of the income from boarders and roomers. Some of the old-age assistance grants were closed when sons, who had been unemployed and unable to support their parents, obtained work. One dependent family moved to Grant Parish for no apparent reason than the wish to be near a boom town. There have been several requests from Civilian Conservation Corps camps regarding boys who had left camp to take jobs, or those who wanted to get out to go to work at the Army camps.

The majority of clients who have benefited financially by taking in roomers or from the wages of employable members of the family will be deprived of the added income in the late spring when employment opportunities in the area decrease. The recipients will then need reinstatement or a raise in grant, thereby increasing the financial load of the welfare department at a time when a curtailment would be expected.

In several instances parents and grandparents who had received assistance from sons and grandsons of draft ages have applied for Department of Public Welfare assistance. When questioned in regard to financial ability of children, they have stated that their sons have either volunteered for Army service, have already been drafted, or were expected to be called and were unable to assist. In no instance have they felt their sons able to contribute from their salaries received in the Army.

There have been instances of desertion by husband and fathers who enlist in Army to escape responsibilities at home. Usually these men are unemployed or

in debt and join up as an easy way out. This is likely to become a serious problem since the family may move to a town near the camp in which the man is stationed. This will increase the migration to towns near the camps.

There has also been a marked increase in the cost of food supplies. It has been necessary to rebudget families receiving public assistance. So far, no difficulty has been encountered in obtaining food, as there is a sufficient supply of staple foods except milk and poultry.

Applications for public assistance have been stimulated to some extent because grown sons, who have been living in farm families and carrying on farming enterprises, have left home to seek employment in the camps, and there is no one left to carry on this activity. Plantation owners have made complaints that they are not able to get the usual farm labor at average prices. This causes a retardation in the planting of the crops.

EDUCATION

An official of the Rapides Parish School Board has estimated that the parish has had a net average increase of 620 pupils, as a result of the defense migration. This includes 100 high school and 520 grade school children. The heavy incidence of grade school children indicates the families which have moved here were in the younger age ranges. The small number of children can be attributed also to the fact that many workers came to Alexandria alone, and left their families back home. The majority of the children in and around Alexandria are children of Army officials. Those in the surrounding towns are children of the construction workers. It is believed that the future increase will be in the Alexandria and Pineville areas, due to the fact that Army persons will soon move to Alexandria in large numbers. Similarly, a decrease is expected in the towns surrounding Alexandria, since the construction work is almost over.

All children who applied for admission were allowed to enter the schools. Louisiana has neither a law nor a policy prohibiting children of nonresident families from entering public schools. There is no attendance department attached to the Rapides Parish School Board, and there is no way of estimating how many children of school age were in the area but not attending school. For the most part, there were no health or social problems evidenced in those children and they apparently were the same as the children of residents.

The Negro schools in Alexandria experienced an increase of 50 percent Negro pupils, but this was believed to be due more to the increased income of residents due to employment, which allowed for the purchase of adequate clothing, enabling children to attend school. A decrease in the number of older Negro pupils was noticed, and it was believed that these dropped out of school to accept employment in the boom.

The problem of adequate school facilities is not too serious in Rapides Parish, because the schools were large enough to absorb the children applying for admission. It, in all probability, will become more serious when the Army officials move in, since many of them will bring their families and will be older than the average migrant family. The State department of education has estimated it will need 16 additional teachers in Rapides Parish in September 1941 to handle the increased number of pupils expected to be enrolled in the schools at that time. It is also estimated that they will need four additional buses.

The State department of education grants to parish school boards an allowance of approximately \$17 a school year per educable child attending school. The increase of 600 pupils in Rapides Parish means that the State department of education must find additional money so that the budget of the Rapides Parish School Board can be increased. The officials of Rapides Parish and the State department of education favor the passage of House bill 1074 now pending in Congress, which would make Federal funds available to States for educational purposes.

RECREATION

Alexandria has seen the usual commercial recreational enterprises spring up with the influx of migrant workers. Bowling alleys, pool rooms, shooting galleries, public dance halls, honky-tonks (outside city limits), fortune tellers, food establishments in connection with bars, retail package liquor stores and

three-for-a-dime photographic establishments have sprung up overnight. The lack of carnival shows within the city limits is due to a municipal ordinance prohibiting their appearance after January 1, 1941. The streets of Alexandria at all hours are teeming with uniformed men apparently loitering and walking aimlessly.

The lack of recreational facilities is very apparent and some individuals, service organizations, and agencies have expressed an interest in the problem. No one agency, public or private, is equipped to meet the recreational needs. The American Red Cross has stated its willingness to assist in programs should a recreational center be established. The Work Projects Administration has also expressed a desire to help.

Military officials believe it is the responsibility of the people to build up a comprehensive recreational program whereby the enrollees may be sent back home in as good physical and mental condition as they were in when they came to Alexandria. It is necessary that there be established a good relationship between the local people and those who are in Alexandria because of the defense program. The military officials are somewhat disheartened over the lack of resources available. Some schools have charged a fee for the use of gymnasiums by the troops, and a small number of local people have attended athletic programs. There are no large buildings available, and the few buildings in Alexandria are not properly equipped.

A number of meetings have been held which all organizations and agencies have attended. The main meeting was held on November 17, 1940. The Lions, Rotary, Kiwanis, chamber of commerce, and junior chamber of commerce have expressed a desire to help, but little leadership has been given, and nothing has been accomplished. The group believes it is the responsibility of the city to provide a building, while the city is reluctant to accept any responsibility, since it believes the problem is a national one. The National Young Men's Christian Association offered to provide a free recreational director, but there is some concern about this, since the city does not particularly want a Young Men's Christian Association, and does not want to resort to any fund raising.

For the most part, the only recreation being offered is through the churches. The city does sponsor a Saturday night dance at the city park, and which local girls attend, and to which soldiers are invited.

Lake Charles, which is 60 miles from Leesville, has been designated as the center of recreational activity for the Leesville camp. The commission council in Lake Charles recently voted to complete arrangements to obtain a Young Men's Christian Association building. The town is attempting to meet the problem despite its limited resources.

There is a State committee on recreation, and weekly some of the troops drive to New Orleans, a distance of 200 miles, for the week end. Special programs have been arranged for them while in New Orleans on Saturday nights.

Attached is a report of a community-wide meeting held in Alexandria on November 17, 1940.

Also attached is a suggested plan of organization by the Alexandria committee on leisure-time activities for soldiers.

(The material referred to above is as follows:)

RECREATION PROGRAM PLANNED HERE FOR SOLDIERS, CITIZENS¹

Foundations for a far-reaching recreation program designed for both the soldiers who will train in the Alexandria area during the next 5 years and for the permanent residents of the city were laid at a meeting in the city park auditorium of civic, business, and church leaders, public officials, and Army officers last night.

Meeting with the Junior Chamber of Commerce of Rapides Parish, the leaders heard talks by representatives of the National Recreation Association, the Young Men's Christian Association, and the Work Projects Administration, before concluding that a long-range recreation program should be under taken in two phases: (1) the inauguration of the program with the immediate provision of recreational facilities for soldiers already in training here, and (2) the expansion of those facilities to provide for an ultimate 100,000 men in training, in addition to the needs of Alexandrians.

YOUNG MEN'S CHRISTIAN ASSOCIATION BUILDING SOUGHT

Efforts to obtain establishment of a large Young Men's Christian Association building here will constitute a part of the program.

An organization committee, with instructions to expand itself with the appointment of subcommittees, will be named by Eric W. Harris, president of the junior chamber of commerce, and will hold its first meeting this afternoon. The committee will be composed of

¹ A committee to plan and promote a long-range recreational program for Alexandria will hold its first meeting in the offices of Mayor V. V. Lamkin in the city hall at 4 p. m. today.

Mayor V. V. Lamkin, the presidents of the three local service clubs, the president of the local Ministerial Association, representatives of the Army and of Rapides Parish, and of other fraternal and civic organizations in the city and parish.

Eugene T. Lies, of New Orleans, southwestern representative of the National Recreational Association, who directed recreational activity for soldiers in Chicago during the World War, declared, "It is likely that most people here or those near any other Army camps do not fully realize the importance of what is happening," and urged that Alexandrians "grapple with the problem now" rather than wait to see if national funds are forthcoming.

THOUSANDS TO FLOCK HERE

Mr. Lies declared that the question of recreation here must be considered from the standpoint of providing it for three different groups—the soldiers in training, the people already residing here, and the people who will be drawn here because of the soldiers. "There will be relatives and friends by the thousands," he said.

Mr. Lies said there should be subcommittees to provide for recreational centers and facilities; entertainments, music and dramatics, athletics, housing and meals, particularly in reference to visitors; regulation of amusements; sightseeing trips; and church activities.

"There should be a census of all men in training so that fraternal, church, and social connections may be provided," Mr. Lies said. "There also should be files of information pertaining to every facility which might be used for the boys' recreation," he said.

LIKE PRIVATE HOMES

"There should be a file of homes which have sleeping accommodations for boys who have more than a few hours' leave. If there is anything a boy in training likes, it's to sleep between two clean sheets and to eat at a dining table in a private home like that from which he comes.

"Provisions should be made to furnish housing facilities at nominal rent for visitors," the speaker said. "Downtown bureaus of information should be established," he said.

"Several recreational centers will be needed," he said, "and they should be places where the men can read and write letters, and stage entertainments of their own. Sewing kits, shoe-shine equipment, washrooms, newspapers and magazines, billiards and pool tables, and a cigar counter and fountain were listed as items which the centers should contain.

"Conversation ranks No. 1 on the list of things the soldiers like in their spare time," Mr. Lies said. "They want to talk to people not in uniform. That means you, businessmen; that means you, women and young women. They want fine young women to look at and to talk to.

"If they don't meet the right kind of women," Mr. Lies said, "they'll go elsewhere and meet women, all right—but they won't be the right kind of women."

The speaker warned that regulations on gambling and on the operation of night clubs must be tight.

THEY'RE UNITED STATES BOYS

"The boys in training here are United States boys who come from good homes," he declared. "Anything we can do to prevent their pollution, for one thing, will be worth while."

Parties, games, dancing, community sings, golf, special dinners and suppers, picnics, bowling, and movies were listed as other avenues of recreation which the soldiers like.

"They like to dance," Mr. Lies emphasized.

Cliff Drury of East Lansing, Mich., who represents the Michigan Young Men's Christian Association and who is the "Louisiana envoy" of ex-Governor Wilbur Brucker, of Michigan, chairman of the Michigan unit of the National Defense Council, told the gathering that "I'm going to carry back to Michigan the story of the wonderful spirit with which you have received our boys." Mr. Drury said that it is possible the Michigan Young Men's Christian Association may aid in providing recreational facilities here. He agreed to remain here for the meeting today.

Dr. Charles R. Shirar, pastor of the Calvary Baptist Church, declared, "We need a hotel and we need one which will be reasonable in its charges. The hotels and the homes here can't take care of the people who are coming into the city, besides the soldiers.

"I think it's deplorable the way some citizens around here are trying to exploit this thing," he said.

HAS SEEN BOTH SIDES

Maj. W. H. Bartlett, of New Orleans, division recreational chairman of the Salvation Army said, "I served in khaki during the World War and I've seen both sides of the question. I know what it means for young men to have recreational centers where they can go."

Mayor V. V. Lamkin, of Alexandria, was the first speaker. He left the meeting early in order to attend a meeting of the Elks lodge here in an effort to obtain the Elks Home for use as a recreational center.

"I am anxious that these young men have an opportunity to meet our people," Mayor Lamkin said, "and I have suggested that the churches open their recreational facilities to them in order that the people of the city may come to know the young men better and appreciate them more.

"A recreational center would provide a place for the young men to go. They wouldn't have to walk the streets in their leisure time with nothing to do, and be lured into undesirable places."

Lt. Col. Ferris C. Standiford, Detroit, assistant chief of staff, G-1, of the Thirty-second Division in training at Camp Beauregard, outlined the requirements of a recreational center and said:

"The thing that they need more than anything else is a place where they can go where it's warm and comfortable and can read and write letters."

EVERYBODY WORKING

John Zimmerman, State supervisor of recreation for the Work Projects Administration, told the citizens that the Work Projects Administration's interest in promoting a recrea-

tional project here was not that of starting a Work Projects Administration project. Explaining that Work Projects Administration project workers must be taken from relief rolls, Mr. Zimmerman said:

"I think all of us here realize that everyone in Alexandria who is able to work has a job."

Enthusiasm was evident, as virtually every person present commented on the proposed program. A suggestion by Robert Bolton that a recreational center might be established on publicly owned property on Seventh Street, between Murray and Johnston, met with the approval of those present.

Dr. Henry Dresser, of the Louisiana State University faculty, declared, "If you haven't a Young Men's Christian Association in Alexandria, then the people of Alexandria should be ashamed of themselves. You need a recreation program for the people of Alexandria, from the child right on up."

WORLD WAR WORK REVIEWED

Mrs. Ed. Adrion, chairman of the local Legion auxiliary and director of the City Welfare Bureau, reviewed the work of "Y" associations here in providing recreation for soldiers at Camp Beauregard during the World War.

Prof. Lynn Sherrill, of the Louisiana State University faculty, urged Alexandrians to "Make it a long-range program so that there will be permanency after the training program is over."

FIRST METHODIST CHURCH

JACKSON AND FOISY

DR. B. C. TAYLOR, MINISTER

WELCOMES ALL SOLDIERS TO ITS RECREATION CENTER

Saturday afternoons and evenings and Sunday afternoons

There are games, reading materials, writing materials, and desks for all. A good place for friendship, fellowship, and wholesome fun

SUGGESTED PLAN OF ORGANIZATION, ALEXANDRIA COMMITTEE ON LEISURE-TIME ACTIVITIES FOR SOLDIERS, COMPOSED OF ONE REPRESENTATIVE FROM EACH COOPERATING ORGANIZATION

- I. Chairman.
- II. Vice chairman.
- III. Secretary.
- IV. Treasurer.
- V. Executive committee, composed of officers, mayor, and chairmen of subcommittees.
- VI. Subcommittees.
 - A. Week-end entertainment in the city.
 1. Arrange for dances for Army units.
 2. Arrange for one or more organizations to put on public entertainments for soldiers this Saturday night, and other organizations next Saturday, etc.
 3. Chaperoned parties.
 4. Suppers, banquets, lawn parties, barbecues, athletic events, etc.
 5. Dancing classes in social dancing.
 6. Classes in folk and square dancing.
 - B. Committees on halls and soldiers' recreation clubs and centers.
 1. Secure as many places as possible which might be used or rented by military units to put dances, banquets, etc.
 2. Promote clubs for white soldiers.
 3. Promote clubs for Negro soldiers.
 4. Encourage social centers in churches, fraternal groups, etc.
 5. Plan for larger use of library by soldiers.
 6. Assist organization in securing capable leaders for entertainment programs and other activities.
 - C. Programs to be taken to camp.
 1. Secure talent by making appeal through radio, newspaper, and personal contacts for individual and group entertainments to be taken to camps.
 - a. Plays.
 - b. Musical organizations.
 - c. Individual artists.
 - d. Lectures.
 - e. Dramatic coach.
 2. Arrange transportation of talent to camps.
 3. Secure costume wardrobes, where possible, for use of amateur theatricals.
 - D. Churches.
 1. Open-house affairs.
 2. Weekly social recreation program in each church.
 3. Open facilities on Saturday and Sunday afternoons for clubrooms for soldiers.
 4. Special invitations to attend Sunday services.
 5. Entertainments for soldiers in homes and invitations to Sunday dinner.
 6. Sponsor training program to teach volunteers how to conduct mass games, social affairs, etc.
 7. Secure groups, choirs, etc., for entertainment and services at camp.
 - E. Women and girls.
 1. To provide hostesses, girls at dances, leaders of entertainment, etc.

VI. Subcommittees—Continued.

F. Negro troops.

1. Secure a center.
2. Negro girls for Negro dances.
3. Places to eat.
4. Information on motion-picture houses, etc.

G. Books, magazines, games, and other needs of camp hunts

H. Hospitality, information, and publicity.

1. Provide centers and camps with information bulletins giving programs and activities for soldiers, signs in stations and public buildings, location of various volunteer and commercial recreation and entertainment facilities guide books and maps, sightseeing trips, excursions to points of interest.
2. Publicity, including newspapers, radio, posters, etc.
3. List possible accommodations for soldiers' relatives and friends.

L. Headquarters center and finance.

J. Long-range planning, looking forward to possible erection of new community-center building by Federal Government.

EXHIBIT 22—TEXAS

REPORT BY VAL M. KEATING, ASSOCIATE DIRECTOR, DIVISION OF EMPLOYMENT,
FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, SAN ANTONIO,
TEX.

MARCH 4, 1941.

The limited time allowed does not permit the gathering of first-hand evidence, but I have attempted to assemble data from the files of this agency, from Work Projects Administration staff members situated at the points of increased defense activity, from news items, and from other agencies.

The picture at any one location changes so quickly, at least in certain aspects, that a factual description as of one day may not reflect the truth as of a week later. In this regard I have tried to provide as current a picture as possible with the understanding that by the time it reaches your desk it may have been modified in many details.

There is no question but that the developments due to defense construction and industry provide necessity for migration, since much of the intense development is located far distant from an appropriate labor supply. The resultant problems are inherent, but the intensity of some of them probably could be modified by skillful planning, which would have to include administrative controls supported by appropriate legislation. The bill which you have introduced covering the regulation of the activities of interstate labor contractors is an example of the type of legislation which will assist in preventing unnecessary and futile migration.

National defense activities in Texas during the past 3 or 4 months have attracted a flow of approximately 75,000 migrant job-hunters into a few localities where military construction and defense-industry development are concentrated.

From practically every Texas county and from several outside States, job seekers have been siphoned into Mineral Wells, Brownwood, Abilene, Palacios, El Paso, and Corpus Christi by the news of expansion going forward at Camp Wolters, Camp Bowie, Camp Berkeley, Camp Hulen, Fort Bliss, and the naval air base. At these six condensation points an estimated 100,000 persons have applied for work during the past few months. One out of four of the applicants were residents of the localities. Of the remaining three-fourths, 65 percent came from other Texas areas and 10 percent were out-of-State residents.

Actually, 65,000 persons have been employed at these six major activity sites; about half of the employees are local residents and about half have come from other localities. Most of the 10,000 out-of-State migrants who applied for work were disappointed; to some degree, local residents received preference. When out-of-State persons were hired, competing Texas job-seekers were left unemployed.

The number of Texans who have left the State in search of defense industry employment elsewhere is about half the number who have migrated into the State from outside seeking jobs.

Much of the migration was necessary in order to provide the essential specialized skills and, in some instances, to supply the manpower needed to fulfill contracts on schedule. However, the surplus flow of job seekers, attracted by uncontrolled radio, newspaper, and advertising publicity, caused needless hardship among unsuccessful migrants and strained the physical facilities of

communities near camps. Numerous examples are available, such as the carpenter who packed his tools and hitched a ride to an army camp 300 miles away because his radio blared forth the announcement that carpenters were badly needed at a specific locality. Upon arrival, the carpenter found all jobs filled. Many such workers lost time and money and suffered physical hardship because they arrived at camp sites to learn that they were too old, too weak, lacked the necessary skills, or were unable to make a down payment on a union permit, and thus were barred from a job.

CAMP BARKELEY

Camp Berkeley at Abilene affords an example of useless migration, costly to the worker and to the community. When it was announced that an Army camp would be built at Abilene, the Employment Service in that city had available approximately 3,775 workers. By the time actual construction started, 10,000 available workmen were listed with that office. Before the project was completed, 28,500 persons had made themselves available. Slightly less than one-third of those persons who listed themselves with the Employment Service received jobs; about 8,000 were employed through the Employment Service and 1,300 were hired directly by the employer.

Although local workers received preference over transients, applicants migrated to Abilene from at least 162 Texas counties and from at least 24 other States. Northwest Texas, the area around Amarillo and Lubbock, contributed the largest numbers of these migratory job seekers. Distance, relative availability of construction work in the home area, and population were among factors affecting migration; however, some of the migration was sectionalized and no reason for it is apparent. Many applicants came from other camps. There were some whose occupational skills found little or no demand elsewhere; some of these later sought other types of work, such as laborer, and were employed.

The labor supply at Abilene was sufficient to supply the demand regardless of occupational classification required. A lone exception was noted in the inadequacy of asbestos workers. Carpenters, laborers, mechanics, operators of equipment, truck drivers, electricians, painters, and similar workers had to wait from 7 to 13 days before they could be placed on jobs. Most commercial and professional workers had to wait more than 30 days before they could be placed.

The point is that more than two-thirds of those who sought jobs in Abilene were turned away, many of them destitute and forced to become additional burdens on the overtaxed facilities of the city. Most of the 18,000 out-of-country and 1,000 out-of-State job applicants failed to get work.

Records of the Work Projects Administration in Texas contain stories of agricultural workers lured toward eastern industrial centers by advertisements in local newspapers describing employment opportunities, only to find large numbers of migrants there before them, milling about in search of jobs already filled. Many agricultural county workers travel many miles at great sacrifice in hopeless pursuit of such will-o'-the-wisp jobs, only to return home wiser but poorer and hungrier. Another type of advertisement which has encouraged migration is that of the private school offering to teach vocational skills, particularly those relating to aviation. While some are believed to be bona fide schools, others do not have proper equipment or facilities for training and actually constitute a racket. Some maintain agents in cities far distant from the schools, the agents being paid a percentage of each registrant's fee. See attached sample of advertisements. (The samples above referred to appear on pp. 4679-4685.)

UNION REGULATIONS

Unions provide permits before workers may be employed at certain types of work at the majority of army cantonments under construction in Texas. Some camps are entirely closed shop, others are closed to certain crafts and open to others. Generally, most of the skilled workers must have union permits. Prices vary from \$10 to \$300 for permits, with the majority costing between \$50 and \$100. These permits are said in most cases to be valid only in the jurisdiction of the particular union in which the job is located. Therefore, persons securing permits to work at one camp may still be paying on the permit when the job is completed and, in order to obtain work at another camp, they have to make a down payment on another permit. Unconfirmed reports indicate that, in some instances,

workers are released about the time their permits are paid up and new workers are hired to replace them. There is evidence of extreme hardship among some workers as a result of the requirement of a union down payment on a permit. It is reported that in certain skilled classifications workers cannot start work without cash down payments ranging from \$10 to \$30. Workers have been known to sell their last cashable possession, down to household goods, in order to make such payments. Then, after going to work, they must struggle with abnormal boom-time living costs, in the meantime attempting to send enough money home to keep their families alive and at the same time continuing to keep up payments on their union permits. Usually, the worker has no reserve finances when the job is completed but, if he migrates to another camp out of the original union's jurisdiction, he is faced again with the proposition of paying ready cash for a new work permit. A number of Work Projects Administration workers with large families existing on small wages have had to return to their home counties without having found work because of inability to meet union demands. There is an occasional brighter side to the situation, such as that of one east Texas Work Projects Administration worker, whose shipbuilding skill had been unneeded for several years. Now he is earning \$20 a day. However, tales of disappointment are far more numerous.

[Excerpts from Work Projects Administration staff reports bearing on the effect of union practices were submitted and are being held in committee files.]

OTHER FACTORS IN EMPLOYMENT

In addition to training and skill, sex, age, race, and physical condition have affected the ability of unemployed persons to secure defense employment. So far the employment of women has increased only slightly and the increases have been chiefly in factories having defense orders. Women are used in some phases of the processing of mattresses, cots, tents, and clothing. There has also been some increase in the employment of women due indirectly to defense activities. In cities in which large numbers of Army officers' families reside, domestic-service opportunities have increased. In towns near large Army cantonments employment opportunities have increased for women in laundry, restaurant, and other service occupations. Civil service openings for women clerical workers at Army camps have also increased.

Age has been reported as a selective factor which is not always consistent in its application. For example, in temporary-construction work, older workers have frequently not been able to secure employment. However, in a few spots the age requirement is said to have been relaxed when additional workers have been immediately required in certain skills. On the other hand, in some of the defense industries men of draft age are not accepted as new employees, and the average age in these industries, therefore, is somewhat higher than might otherwise be expected.

Because of the responsibility for compensation in case of accidents, in most instances persons with physical handicaps have been unsuccessful in securing defense employment. It is said, however, that there are differences in the standards of physical requirements, and there have been evidences of relaxation of certain requirements when necessary to secure the services of persons with appropriate skills in employment on cantonments.

Negro workers have not benefited in proportion to their numbers because in practically all unions in Texas they are denied membership. The result insofar as Work Projects Administration is concerned may be seen in the following quotation from a staff member's report:

"During February we kept a record at our information window of all persons returning from Camp Wolters. There were only 23 who returned in Tarrant County. This was surprising since several thousand workers have been laid off at the camp. We also find that approximately 75 percent of all persons coming to our information window are colored."

RUMORS

In some instances migration has been increased by rumors, frequently well founded, that longer hours are being worked at a distant point. Of course, conditions may have changed by the time the worker moves, in which event the transfer was costly.

Housing, health, recreational, and in some instances educational facilities, have been taxed to meet the influx of workers, particularly in Mineral Wells, Brownwood, Palacios, and Abilene. The larger cities are able to absorb the increased population with more ease than the smaller ones. Even in the larger cities housing has constituted a problem, and in most instances rental costs have increased considerably. For the most part educational facilities have not been seriously affected, because for the most part workers have not brought their families with them as they have realized the temporary nature of the employment, and many have heard about high rents. However, at those points at which defense industries are beginning to develop or are proposed, it is likely that workers will bring their families with them, and in the case of small towns the schools may not be adequate.

It is reported in regard to recreation that for the most part the construction workers do not constitute so grave a problem as the troops being concentrated in camps near small towns.

Housing has been a serious problem in the smaller cities. For example, Brownwood is normally a city of approximately 13,398 persons. The construction of Camp Bowie caused a peak employment the first part of January of 13,500 workers. Of this number, about 1,800 were residents of the county. The housing facilities were completely inadequate to adjust to this strain. As a result, small houses normally renting for less than \$10 per month skyrocketed to \$35 and modern small bungalows went from \$35 to \$75. This forced many normal Brownwood renters to move to cheaper quarters and some were known to move to other towns and commute to their work in Brownwood. Cots placed close together in tents rented for \$1 per night. Many persons slept in their cars or trailers even in very cold weather. Similar stories regarding lack of housing facilities are reported at other points—notably Palacios—where it is said that many workers are forced to commute distance of 75 miles in order to have adequate shelter.

A unique type of labor displacement is reported in the following quotation from a Work Projects Administration social worker's report:

"The bombing site on Matagorda Peninsula is causing much disturbance on the Gulf Coast and the State department of public welfare states that they estimate many new referrals from shrimpers thrown out of work by the bombing. The site extends for almost the whole of Matagorda Peninsula, beginning at San Luis Pass near Freeport, and extending down the Texas coast to Aransas Pass. The Army will use both the peninsula and the waters 30 miles out to sea for the dropping of live bombs. This will cause a cessation of almost all shrimping activities at Port Lavaca, Seadrift, and Point O'Connor."

A report is attached covering migratory labor conditions in Brown County. In many ways it is typical of the situation at other places.

The problems which will occur in regard to industries having national-defense contracts are just beginning, and to date have been overshadowed by those related to the construction of Army camps. Shortly Beaumont, Orange, Galveston, Houston, Rockport, Port Lavaca, Dallas, Fort Worth, Waco, Taylor, Wichita Falls, and possibly Eastland will begin to feel the impact of workers coming because of existing or proposed industrial expansion in shipbuilding, aircraft munitions, small arms, steel, tools, mattresses, tents, cots, clothing, and saddlery. More than 60 industrial contracts for defense purposes have been let in Texas with the average order over \$50,000 and the high ones in the millions.

From the foregoing evidence, it is obvious that labor migration in Texas due to concentration of defense industry and military construction activities has been considerably heavier than was necessary to fill the need. Although it is doubtful that any situation which requires the concentration of migrant workers can exist without a percentage of those seeking work being disappointed, the Texas situation has doubtless been aggravated by uncontrolled press and radio publicity. The practice of demanding union permits from job applicants in many localities has undoubtedly created conditions of hardship among many of the less fortunate job hunters. The over-all result of the entire situation is distress among thousands of migrant job seekers and undesirable strain on the facilities of communities where the heaviest concentration of workers occurs.

REPORT ON MIGRATORY LAEOR CONDITIONS IN BROWN COUNTY, BY ROBERT O. HOLLERON,
SOCIAL WORKER, COLEMAN, BROWN, AND McCULLOCH COUNTIES

On September 23, 1940, construction of Camp Brownwood, later named Camp Bowie, was begun for the purpose of harboring the Thirty-sixth Division of the Texas National Guard. At the inception of this cantonment, the original camp site included 2,000 acres. Additional building extensions and increases in personnel have enlarged the camp site to include 91,000 acres, located in Brown and Mills Counties, and sufficient accommodations to house 40,000 men. Those included in this personnel are the above-mentioned Thirty-sixth Division, the Eighth Corps Area, the One Hundred and Eleventh Pursuit Squadron, and a balloon corps.

The contract for the construction of the frame foundations, which were to be used for shelters for the enlisted men, was contracted by the McKee Construction Co. Additional contracts were secured by the McKee Construction Co. to provide administrative headquarters and recreational facilities. The plumbing and electrical contracts were sublet through the McKee Construction Co.

The peak employment period was from January 1 through January 14, 1941, when 13,500 men were employed. Of this figure, employment representatives approximate that only 1,800 were Brown County residents. At this peak period of employment, it was estimated that approximately 60 percent of those employed were general-construction laborers. Discounting that a large number of those persons employed were general-construction laborers, it appears that there was an influx of 8,000 unskilled migratory workers. Although no source was found available to determine the residence of these incoming migratory workers, it is believed that the majority of these construction laborers came from adjoining sections of west Texas. At the time of the initiation of Camp Bowie, there were no other Army camps in operation in the vicinity, and labor could be, and was, easily supplied. As a gradual diminution of unskilled labor began, the difficulty of securing skilled labor also became apparent. Calls by radio, newspaper, telephone, and telegraph were made. With each of these calls, it is believed that an additional 25 percent of unqualified workmen came into the Brownwood area. This 25 percent would represent approximately 4,000 workers who were unable to secure employment at Camp Bowie. McKee Construction Co. reports indicate that as of February 26, 1941, there were 3,888 employees at Camp Bowie. Of this number, about 75 percent are classified as skilled and semiskilled workers. It is believed that a majority of those currently employed as general construction laborers are Brown County residents.

Fortunately for Brownwood, at the time when grave social and hygienic conditions were developing, the inception of two additional camps in the radius of 150 miles were begun, which tended to greatly relieve Brownwood of this stranded migratory group.

HEALTH SITUATION

One of the most interesting developments that has taken place since the beginning of Camp Bowie is the survey of the public-health situation in Brownwood. State assistance in the amount of \$10,700 has been secured to supplement the \$7,000 appropriation by Brown County for a survey of the needs of public health and the establishment of a Brown County medical center. At the present time, the survey has just been completed, although not released. Contact with the city health engineer, loaned to Brownwood by the State department of health, reveals that Brownwood is sadly lacking in adequate sanitation facilities. Both the city engineer and the city doctor, also loaned by the State department of health, declare that the resultant effects of the surge of migratory labor has created a most unhealthy situation. They agree that the primary factor in this unwholesome condition is poor housing. Inasmuch as Brownwood, normally a city of 13,379 persons, was not equipped or prepared for 13,000 workers overnight, the condition arose where four and five families were living in two and three-room houses with only one sanitation outlet. Poor lighting, poor type of buildings, and inadequate space were other factors which contributed to the creation of public-health problems. In keeping with this survey, the officials of the health board declare that the entire sanitation system of Brownwood has been unsatisfactory for 50 years. In addition to a poorly arranged physical set-up, lack of enforcement of public-health ordinances, and lack of education

and understanding by the citizenry have likewise contributed in the creation of public-health dangers.

The most predominant public-health liability created by the migratory labor was seen in improper storm-sewerage outlets. From Texas Morbidity Chart for the week ending February 22, 1941, Brown County reports 1,019 cases of influenza, or 950 more than reported from any other county in the State of Texas. Due to an excessive rainfall since the 1st of February, 1941, and the tremendous amount of traffic through the streets of Brownwood, the lack of storm sewers, and the lack of ordinances to enforce cleaning of the streets, have resulted in a condition of filth and heavy dust in the downtown and adjacent areas of Brownwood. Inasmuch as influenza is primarily a respiratory disease, the lack of adequate sanitation facilities and the tremendous number of sick persons can be attributed to the migratory-labor situation. It is further felt that Brownwood is subject and vulnerable to a siege of diphtheria, although only four cases are reported as of February 22, 1941. Garbage-disposal plants are nonexistent. There is a partial enforcement of a public ordinance which demands that all trash be burned.

WATER SUPPLY

Public health officials further state that in spite of the location of Camp Bowie, being selected because of adequate water supplies, it is estimated that the present accommodations will not satisfactorily meet the completed camp needs. Statistical information reveals that there is a doubling of the number of gallons of water consumed in the summer against the present period. The present water plant is equipped to pump 4,000,000 gallons of water a day and is presently pumping, including Camp Bowie, 3,500,000 gallons. It can be seen that by July 1, 1941, water facilities will be far inadequate. The public health officials estimate that there are approximately 500 families of the migratory labor class who are stranded in Brownwood and living in either trailers or tents. They state that this condition alone, due to unsatisfactory and outmoded sanitation facilities, could germinate enough disease to infect the entire population of Brownwood. Although they were unable to determine the types of employment followed by the heads of these families or from where they came, it was believed that they were primarily laborers who had come too late to secure employment and were without funds to move to other camps.

An article on Brownwood in the newly established magazine *Today and Tomorrow*, asserts that Brownwood is not feeling "growing pains" because it is still too numb. This seems to represent the key to the entire situation. It is believed by representatives of the employment office and by Brown County officials that of the 11,000 migratory workers who were employed and the 4,000 who came to Brownwood seeking employment, about 1,000 have secured attendant employment as a result of Camp Bowie. The only figure available as to the number of stranded workers is that furnished by the board of public health, i. e., 500.

Chamber of commerce officials admit that so far they have been confined to paper work in alleviating the situation of housing, sanitation, recreation, and general social problems. It is believed that the establishment of the full-time health board, with nine full-time trained employees, will do much to relieve the situation in Brownwood. A civic advisory committee was appointed, and, working with the local and State highway department, has drafted a 5-year traffic plan which is being put into operation by gradual steps. The only recreational facility so far proposed is a Y. M. C. A. building and an American Legion hut, which will include recreational and health facilities. At the present time, all churches in Brownwood have opened up their basements for writing and reading rooms. The Brown County School Board has requested an appropriation of \$652,000 to include primarily vocational and manual training.

NO LABOR DIFFICULTIES

The general superintendent of McKee Construction Co. states that insofar as labor difficulties were concerned, there were none. It was additionally stated that about 65 percent of the carpenters, electricians, steam fitters, and painters now employed are union workers. The only demand that was made by these union workers through their local unions was insurance of a 40-hour week with time and one-half overtime. The construction of Camp Bowie was not a closed job insofar as union requirements were necessary. Perhaps the greatest advantage of the freedom from union difficulties was that there had been no labor union in

Brownwood since 1908 and that the rapidity of the camp construction did not provide adequate time to formulate steps and demands by the unions.

The financial secretary of the United Brotherhood of Carpenters and Joiners, local No. 676, asserted that there were approximately 75 percent of the carpenters at Camp Bowie affiliated with that union. The dues for membership, after the 20 charter members were obtained, at \$2 per month, were until February 13, 1941, \$10 initiation fee and \$1.50 per month dues. This was known as the inducement plan to unionize the workers at the camp. Since February 13 they have established the regular union scale adopted by the American Federation of Labor, of which this union is a branch, of \$35 initiation fee and \$2 a month membership. The financial secretary of the local union stated that the majority of the carpenters who had affiliated themselves with his organization were from west Texas, Mississippi, Louisiana, New Mexico, Arizona, and Missouri, and that as their work was being completed, they were going to Camp Hitchcock, the naval base at Corpus Christi, the shipbuilding yard at Orange Tex., and the new Consolidated bombing plant at Fort Worth. It appears that the open plan of employment at Camp Bowie alleviated a great deal of the hardships which are customarily caused by labor unions in a construction job of this size. The only demand made by the other skilled unions which were operating out of Fort Worth was primarily the same as that made by the local carpenters' union.

The effects of this mass influx of migratory labor cannot be too gravely considered. Brownwood has been a town which statistical information shows to have been becoming more and more debilitated. The mortality rate of each year has indicated an ever-increasing death rate from debility diseases such as heart trouble and arthritis. It is believed and hoped that in spite of the gloomy and critical condition that now exists in Brownwood insofar as public health, housing, and economic conditions are concerned that the gravity of the imperative and immediate need will cause a fast and accurate readjustment of the above-mentioned conditions. The survey being conducted by the board of public health should go far in adjusting the health problem. The \$350,000 program by the United States Housing Authority for 100 housing units should go far to relieve the housing problem. The ultimate effects of Camp Bowie and the tremendous surge of migratory labor can only be determined in the ability of Brown County to adjust itself to a completely new condition.

Sources: Texas State Employment Service; Brownwood Chamber of Commerce; United Brotherhood of Carpenters and Joiners, local No. 676; Brown County judge; City engineer of Brownwood; magazine, Today and Tomorrow; Brown County Board of Public Health; and McKee Construction Co.

EXAMPLES OF PUBLICITY

[Waco Sunday Tribune-Herald, December 29, 1940]

AIRCRAFT WORKER

Men between 18 and 20 to train in Dallas. A few weeks under competent factory instructors qualifies you for a job in factory. Good earnings, rapid advancement, and ideal working conditions. Our graduates are working.

WE HELP FINANCE YOU

See or write R. A. Brummond, 902 Professional Building, Phone 433, Waco, Texas.

[From the Houston Chronicle, January 4, 1941]

"JOB-SELLING" PROBE PUSHED AT HITCHCOCK

COMMON LABORERS' UNION CHARGING MEN \$1 A DAY TO WORK, STATE LABOR DEPUTY CHARGES

GALVESTON, Jan. 4.—R. J. Morey, of Houston, deputy state labor commis-

sioner, said Friday that he is investigating upward of 100 complaints of "job-selling" at the Army's Coast Artillery Replacement Center being constructed near Hitchcock.

He said he found that a common laborers' union is charging \$1 per man for work "permits," and collecting a fee of \$1 a day from each worker until a total of \$16 has been paid to the union. At the same time, he said, he found around 60 men at the camp who held permits but who were not working.

"I am convinced," he said, "that many of the common laborers on the project are allowed by the union to work only until they have paid to the unions their \$16 membership fee, and then they are replaced by other men who go through the same process.

"SHERIFF AIDS PROBE

"Sheriff Frank L. Biaggne and I are going to investigate this matter fully and find out who is getting this money and what it is being used for.

"I am 100 percent for the unions as long as they stay within their rights,

but when they start stepping on other people's toes, it is the duty of the State to stop them, and I intend to get to the bottom of this situation."

Morey said he learned that carpenters employed on the project, if they have not previously belonged to the union, have to pay \$10 down before they can go to work, and \$2 daily until they have paid a total fee of \$100.

"I understand that this is the regular rule, however," Morey added, "for it costs \$100 to join the Carpenters Union."

Morey said Saturday that he had decided to continue his investigation at Galveston next week.

"The labor officials at Galveston complained that it was too far to come to my office in Houston, so I am going back down there next week to continue the investigation. All of the complaints have come from Galveston, a number of them through the office of Sheriff Blaggne," Morey said.

[Dallas Morning News, December 22, 1940]

FRYE OFFERS A NEW OPPORTUNITY

LEARN TO EARN IN THE AIRCRAFT INDUSTRY
UNDER THESE TERMS—

A Minimum Down Payment
One Year to Pay
No Finance Charge

Facilities of the Dallas School, maintained by Frye Aircraft Company's educational division are at your disposal for only a minimum down payment. You have a year to pay and there is no finance charge.

Enroll today and be among the thousands who are being prepared to meet the tremendous demand for trained aircraft workers. Jobs that pay good wages have already gone to more than 1,250 Frye-trained graduates of the Omaha and Kansas City schools.

Training with up-to-date tools, close teacher-student contact, and strict adherence to the FRYE system make factory personnel directors confident of the FRYE graduate's ability.

Inquire at once about the excellent terms under which you can take advantage of FRYE training. Write or telephone. If possible, visit the Frye Aircraft School today. You'll receive sympathetic, personal attention to your problems.

NEW CLASSES BEGIN EACH MONDAY—SIX
WEEKS TO QUALIFY

Owing to the pressing demand from the factories for sheet metal workers,

the Frye School is specializing in sheet-metal instruction. This course can be completed in just 6 weeks. Immediately upon graduation students are eligible for employment.

A NATIONAL INSTITUTION

FRYE AIRCRAFT COMPANY

AIRCRAFT EDUCATIONAL DIVISION

Donald Frye, President

[Dallas News, December 29, 1940]

AIRCRAFT ARE ONLY AS GOOD AS THE MEN
WHO BUILD THEM

LEARN MORE TO EARN MORE UNDER THE
FRYE SYSTEM

The superior aircraft so vital to America's welfare can only be produced by superior aircraft mechanics—mechanics such as we are training in Dallas and in our other schools throughout the Nation.

Now you can take advantage of this exceptional training under these generous terms:

A Minimum Down Payment
One Payment While in School—Balance
After Graduation
No Carrying Charge

Jobs that pay good wages have already gone to more than 1,250 men who have been trained under the FRYE system during 1940.

Since classes are limited in size in order to give the individual student the attention he deserves, it may be necessary to limit our enrollment from time to time. Don't delay! Write or telephone. If possible, visit the Frye Aircraft School today. You'll receive sympathetic, personal attention to your problem.

A NATIONAL INSTITUTION

FRYE AIRCRAFT COMPANY

AIRCRAFT EDUCATIONAL DIVISION

Donald Frye, President. W. O. (Bill)
Cooper, Manager

[Dallas News, January 2, 1941]

LEARN

Learn to Earn in One of America's
Largest and Most Modern Aircraft
Training Schools

Small down payment, a year to pay, no interest or carrying charge.

AIRCRAFT

VISIT THE DALLAS SCHOOL TODAY

The Frye Aircraft Company is a national organization and specializes in superior training of Aircraft Sheet Metal Workers to meet huge national and local demands. Graduates are recognized by leading factories as being properly trained and ready for good jobs. Over 1,250 graduates of the Kansas City and Omaha Schools alone have been placed in these factories since January 1, 1940.

Write or phone for information. If you live in the Dallas area, visit the school immediately. You'll receive personal attention to your individual problems from friendly company representatives.

COME IN TODAY

New Class Begins Immediately

Offices open 7:30 A. M. to 9 P. M.

Seven Days a Week; Day or Night Classes

FRYE AIRCRAFT CO.

A NATIONAL INSTITUTION

Aircraft Educational Division, Donald Frye, President, 1914 North Harwood, Phone 7-4611, Dallas, Texas

[Dallas News, December 21, 1940]

AIRCRAFT JOB TRAINING

SWALLOW AIRPLANE CO., INC.

Training Division of Wichita, Kansas

U. S. Govt. approved aircraft and engine mechanic training; certificate No. 102.

TEXAS REGISTRATION OFFICE

1312-1313 Liberty Bank Building,
Dallas, Texas

[Dallas News, December 21, 1940]

Young men trained in 6 to 8 weeks in sheet-metal work to accept employment at a good salary in one of Dallas' large airplane factories where many thou-

sands of men will be employed beginning in March. Write a postcard requesting qualifications blank.

DALLAS AIRPLANE COLLEGE, INC.

A DEPARTMENT OF BYRNE COLLEGE AND
SCHOOL OF COMMERCE

1708½ Commerce Street, Dallas

[Dallas News, December 21, 1940]

LEARN industrial welding, arc, AC and DC. Also acetylene, day and night classes. 2821 Main.

[Dallas News, December 21, 1940]

YOUNG MEN WANTED—GOOD PAY—Dallas airplane factories need thousands of trained men. One factory alone wants twelve thousand. Enter now for six weeks' training and placement. Reasonable down payment, balance out of salary.

DALLAS AIRPLANE SCHOOL, INC.

AIRCRAFT DIVISION OF BYRNE COLLEGE AND
SCHOOL OF COMMERCE

1708½ Commerce Street, Dallas

[Waco Tribune-Herald, December 29, 1940]

NATIONAL DEFENSE PREPAREDNESS program recognizes Diesel mechanically inclined men paying as they learn affected by skilled training. Investigate—241 Hemphill Bldg., Memphis, Tenn.

[The Leader, Guthrie, Okla, December 29, 1940]

AVIATION welders are in great demand. Prepare yourself for higher wages. Enroll now. Day or night classes. Classes start Monday, December 30, 8 a. m. Victor Aircraft School of Welding, 1 block north of City Hall.

[The Houston Post, December 29, 1940]

AIRCRAFT BUILDERS

Men, 18 to 32, to be properly trained in Dallas and ready in 6 weeks for airplane construction. Over 300 men placed in aircraft factories in Dallas and California in November. We help finance you. Only \$35 tuition now. Balance after employed. See or write

Mr. Gustafson, 438 West Building,
Houston. Telephone K 33243.

[St. Louis Daily Globe-Democrat, Sunday,
December 29, 1940]

[American-Statesman, Austin, Texas, Decem-
ber 29, 1940]

AIRCRAFT

Young men wanted—Good pay—Dal-
las airplane factories need thousands
of trained men. One factory alone
wants several thousand. Enter now for
six weeks' training and placement serv-
ice. Reasonable down payment, balance
out of salary.

DALLAS AIRPLANE SCHOOL, INC.

Aircraft Division of Byrne College and
School of Commerce, Dallas. Address
your letter to Box C-139, American-
Statesman.

[Jewett Messenger, Jewett, Texas, January
2, 1941]

YOUNG MEN WANTED

Airplane factories need thousands of
trained men. One factory alone in Dal-
las wants twelve thousand men. Enter
now for six weeks' training and place-
ment at a good salary. Reasonable
down payment, balance out of salary.
Write a card for particulars.

DALLAS AIRPLANE SCHOOL, INC.

Aircraft Division of Byrne College and
School of Commerce, 1708½ Com-
merce Street, Dallas, Texas.

[The Troup Banner, Troup, Texas, January
2, 1941]

YOUNG MEN WANTED

Airplane factories need thousands of
trained men. One Dallas factory alone
wants twelve thousand men. Enter
now for six weeks' training and place-
ment at a good salary. Write a card
for particulars.

DALLAS AIRPLANE SCHOOL, INC.

Aircraft Division of Byrne College and
School of Commerce, 1708½ Com-
merce Street, Dallas, Texas.

[Advertising Card]

NOW YOU CAN LEARN AIRCRAFT WELDING
DAY AND EVENING CLASSES

\$10.00 Starts You . . . Learn a Coming
Trade

NORTH AMERICAN SCHOOL OF MECHANICS
901 South Peak—Dallas, Texas

10,000 TRAINED MEN NEEDED IN THE AIR- CRAFT INDUSTRY

OUR FACTORY TRAINING DIVISION

Employs actual factory methods and
factory layout. We know the manufac-
turers' needs and are cooperating with
them 100%. The Reisner system of
training used in this Factory Training
Division of our big Lambert Field Fly-
ing School is under the supervision of
an

EXECUTIVE BOARD

Mr. L. E. Reisner, formerly manufac-
turing head of the Stinson Aircraft
Division, Nashville, Tenn., heads the
Board. The Board includes Mr. Harry
McKay, Vice Pres., St. Louis Aircraft
Corp., builder and designer of training
planes for the United States Air Corps,
Dr. Paul E. Williams, Director, Jeffer-
son College and Civilian Pilot Training
Coordinator of that institution. Mr.
David W. Dratz, President of the St.
Louis Flying Service, largest aviation
sales and service company in the mid-
dle west. Mr. Kratz is also a member
of the Board of Governors of the Na-
tional Aviation Training Association,
and represents the seven states of the
fifth division.

INVESTIGATE BEFORE YOU INVEST

Make a personal investigation of the
Factory Training Division of the St.
Louis School of Aeronautics and you
will find we have the largest and the
best equipped school in the middle west.

CLASSES START EVERY MONDAY—LOW TUITION RATED

Write or Phone for Literature—Ask
About Our Night Courses

ST. LOUIS SCHOOL OF AERONAUTICS, INC.
4826 Washington Bl. Forest 1664.
Open every evening and Sunday till
9 P. M.

In Our 11th Year of Aviation Training

[The Sun, Baltimore, Md., December 28,
1940]

Enrollments now being accepted for
Day or Night instructions in gas, elec-
tric, aircraft welding

ELECTRIC WELDING INSTITUTE

Charles at Lombard Sts. Plaza 6298

Weld Your Way to Greater Pay

AIRCRAFT CONSTRUCTION, 10 WEEKS

The Aircraft Construction Training
Institute

20 W. Redwood at Hanover Cal. 6778

LEARN WELDING

FOSTER'S WELDING SCHOOL

809-11 Holloway

Complete Day and Night Courses

MAYLAND WELDING INSTITUTE

St. Paul and Franklin Sts. Vernon 1833

PITTSBURGH INSTITUTE OF AERONAUTICS

100 Hopkins Place Plaza 4672

LEARN WELDING the practical way. Day
and night courses. 22 yrs. exp. 226
Kirk Ave. L. & S. Welding Co. Del-
mont 7985

WELDING—ALL BRANCHES

Calvert Training School, 8 N. Mt.
Royal Ave.

[The New York Times, December 25, 1940]

TRAINED MEN NEEDED—AVIATION SHEET-
METAL WORKERS, ASSEMBLERS, AND
RIVETERS; GENERAL MACHINE SHOP
HANDS; SCREW MACHINE, ENGINE, AND
TURRET LATHE OPERATORS; AND ELEC-
TRIC WELDERS

Learn how you can qualify in short
time by our intensive practical training.
Moderate rates. Instalments.

Day and Evening Classes—Call or Send
for Full Details

DELEHANTY INSTITUTE

11 East 16th St., N. Y. Stuv. 9-6900

Licensed by State of New York

Refrigeration — Air Conditioning.
Free Booklets. Day-Evening Classes.
Visit. Placement Service.

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24 W. 14th St., N. Y. (or 8 Av.)
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WELDING—ELECTRIC AND GAS WELDING
ONLY—AND THOROUGHLY

Easy Payments. Day-Evening Place-
ment Service. Free Catalog.

HALLER WELDING SCHOOL

520 Bergen Street (Near Flatbush Ave.)
Brooklyn

AVIATION INSTITUTE OF TECHNOLOGY

36-01 35th Ave., L. I. City, RA 8-7400

[The Cleveland (Ohio) Plain Dealer,
December 30, 1940]

ENTER AVIATION

Would like to hear from reliable men
we can train in spare time to build air-
planes; shop experience in aircraft
welding, machine shop, sheet metal,
drafting, and mechanics; thousands of
men needed for national defense. Phone
RA 4755 for questionnaire, or write Box
2-1037, Plain Dealer.

LEARN WELDING

THE TREMENDOUS RISE IN METAL FABRI-
CATING HAS CREATED A BIG DEMAND FOR
TRAINED WELDERS

An intensive practical training in all
types of welding will fit you for these
opportunities. Investigate our modern
methods and equipment. Individual in-
struction. Day and evening classes.

CLEVELAND SCHOOL OF WELDING

Training welders since 1927
2261 E. 14 (at Carnegie) PR 0032

[The Los Angeles Times, December 30, 1940]

AIRCRAFT OPPORTUNITIES

AVIATION and General Sheet Metal and
Riveting, Welding—Electric and Gas

Machinist training will prepare you
for outstanding opportunities in the

Aircraft Industry and other fields. America's defense program has increased the opportunities for machinists. Our practical shop training qualifies you in short time. Unusually complete shop equipment. New class starting soon. Cost low. Investigate now. Visitors welcome.

[Ft. Worth Star-Telegram, January 12, 1941]

HELP WANTED MALE

EXPERIENCED steel stamp and die cutter and finisher. Excellent conditions and wages. DAYTON STENCIL WORKS Co., Dayton, Ohio.

NATIONAL SCHOOLS

4006 So. Figueroa St. Century 29061

See adv. Class. 75

[Ft. Worth Star-Telegram, January 13, 1941.
(Type of ad generally used by labor scouts)]

HELP WANTED MALE

[The Evening Bulletin, Providence (R. I.), December 28, 1940]

Now is the time to prepare yourself for a good paying job! New England's largest welding and machine shop training school can give you a complete, all practical training in machine-shop practice, or welding under the personal supervision of expert instructors. Our intensive training in welding qualifies you for a U. S. Civil Service examination. Our machine-shop training, with blueprint reading, helps make you a real machinist. Visit our completely equipped shops and find out for yourself what we can do for you. For details, call or write Providence School for Practical Training. 97 Fountain St., Providence, NA 4680.

MEN for factory with experience operating metal lathe, shapers, drill presses, etc., or technical training in these lines. Give age, experience, dependents, references and full information regarding present or previous employment, address and phone number. Write 438, Star-Telegram.

[Ft. Worth Star-Telegram, January 18, 1941]

EXPERIENCED pants operators on Government wool trousers. \$3 per day, 8 hours. See Mrs. Withrow of Zweig Mfg. Co., Dallas, at 727 Hawkins St., Fort Worth, Sunday. Phone 5-1801.

[The Times Picayune, New Orleans, La., December 30, 1940]

NATION NEEDS WELDERS

"Boom On Its Way," says economist. Defense program being speeded up. BE PREPARED, learn practical welding the AMERICAN WAY. Acetylene and Electric. Day-night classes. Free test given.

[Ft. Worth Star-Telegram, January 18, 1941]

WANT EXPERIENCED single needle and special needle operators for factory in Dallas. 5-1810.

AMERICAN SCHOOL OF WELDING, INC.

1021 N. Broad AU 4951

[Ft. Worth Press, January 11, 1941]

HELP WANTED MALE

ENGINEERS: STRUCTURAL, MECHANICAL, ELECTRICAL

HELP WANTED MALE

MEN for factory with experience operating metal lathes, shapers, drill presses, etc., or technical training in these lines. Give age, experience, dependents, references, and full information regarding present or previous employment, address and phone number. Press Box 571.

Positions open for experienced first-class structural engineers, designers, and draftsmen for industrial plant construction.

Also mechanical engineers and draftsmen; experienced in chemical process piping and mechanical equipment, heating, plumbing, sewers, and power plant piping.

Also electrical engineers and draftsmen; experienced in industrial lighting and power distribution.

Good opportunity for qualified men. Give full information first letter and hourly rate desired. 538, Star-Telegram.

[Dallas Morning News, February 23, 1941]

APPLICATORS—Experienced asbestos and brick siding men. Give references and price wanted per square. Box 64-Z News.

REPORT BY C. M. EVANS, REGIONAL DIRECTOR, FARM SECURITY ADMINISTRATION, DALLAS, TEX.

MARCH 13, 1941.

At present this office has very little definite information on this subject which would be of value to your committee.

We find in Dallas County, for example, that the defense activities have had very little effect on interstate migration. This is due largely to the fact that practically all of the construction work on the North American Aviation Plant and similar projects is being handled through the labor unions which do not clear through the Texas State Employment Service office.

We have been informed by the local Texas State Employment Service office that very few employees have been placed on the pay roll by the North American Aviation personnel director. You understand, of course, that the plant is not yet completed and the plane construction will not start for some time. It is understood that some 1,500 skilled workers will be employed when the plant is in full operation. Large numbers of these workers are now being trained in technical schools of this city. We have been informed that practically all of the people in training and those already employed are local people.

It is estimated that 30,000 persons have moved into the Corpus Christi area during the past several months. The Texas State Employment Service handled 39,396 new registrations during 1940. Peak employment on the naval base was on or about the first of December 1940, with 9,000 persons employed.

CENTRAL COUNCIL OF SOCIAL AGENCIES,

EL PASO SOCIAL SERVICE EXCHANGE,

El Paso, Tex., March 14, 1941.

Hon. R. E. THOMASON,

House Office Building, Washington, D. C.

Honorable THOMASON: Judge McGill has referred your letter regarding Representative Tolan's request to this council for reply.

Last September, one of Representative Tolan's subcommittees wired us for information regarding interstate migrants. That day case work agency representatives met to formulate a reply. Copies of correspondence are enclosed herewith. [The correspondence referred to is held in committee files.]

Needless to say, Fort Bliss expansion has changed the employment situation. However, as you well know, the present cantonment projects are being rapidly completed; therefore, there is a slack, but the general opinion is that the skilled workers move on from one defense community to another, asking nothing of agencies. However, the old type of begging transients is wrapping his plea in red, white and blue as shown by the attached clipping released by the Salvation Army. (See following page.)

Representative Tolan, in his request, says: "We are going to try to picture to Congress the community problems caused by national defense all over the country * * *."

At a joint meeting of our case work agencies yesterday, it was unanimously decided that the following represent the most pressing problems occasioned by national-defense activities:

1. Housing.
2. Recreation for Fort Bliss men and their families.
3. Unemployables and their families (those who apply to agencies for assistance).

4. Health.

5. Commercial vice. * * *

We all wish that we knew more about the proposed Federal aid in connection with Mr. McNutt's committee for the coordination of health, welfare, and recreation, national defense activities.

With best personal regards to our official El Paso family in Washington.

Very sincerely,

Mrs. W. L. WULFJEN,
Executive Secretary.

(The newspaper clipping referred to above, from the El Paso Herald-Post, issue of March 6, 1941, is as follows:)

HUNGRY TRANSIENTS FLOCK TO EL PASO SEEKING JOBS

LURE OF FORT BLISS THROWS BURDEN ON SALVATION ARMY

Living conditions among migratory defense construction workers stranded in El Paso are "terrible," Capt. Forrest Mosely, of the Salvation Army, said today.

He described the plight of wandering job seekers whose problems are somewhat similar to those of the "Oakies" in Grapes of Wrath.

"We average about 400 men and 50 families a month," said Captain Mosely. "Most of them lately have said they are defense workers looking for jobs, though some may not be in that class.

"They travel in broken-down automobiles, sleeping in their cars, sometimes a family of half a dozen to a car. It's the children I feel so sorry for.

"The other day we had 2 families—12 persons in 2 old cars—who asked for aid. The cars were full of small children, all of whom seemed to be sick. They had high fevers and apparently were on the verge of influenza.

"The children are unable to get sound sleep in the jalopies, and don't get adequate nourishment. It's a wonder they all aren't sick.

"The Salvation Army feeds them and sends them to hotels for the night. But many of the men demand gasoline for their cars, and they are indignant if they don't get it. Under our rules we can't give gasoline unless we give them enough to take the people back to their home town."

Captain Mosely said he asked one transient why he didn't sell his car and buy food for his family. "I told the man I could get at least \$25 for his old car," Captain Mosely said. "He indignantly refused to sell his car."

Captain Mosely said that the stranded men say they heard somewhere that work is plentiful on the Fort Bliss projects. "I don't know how such stories get around," said the Salvation Army leader. "But these men come here apparently thinking that El Paso streets will be paved with gold."

Officials at the Fort Bliss cantonment project said that the number of workers is being steadily reduced as completion of the project nears. At present there are about 4,500 workers employed, compared with a peak of more than 7,000.

EXHIBIT 23—COLORADO

REPORT BY C. H. WILSON, REGIONAL DIRECTOR, FARM SECURITY ADMINISTRATION,
DENVER, COLO.

MARCH 3, 1941.

Region X, which includes Colorado, Wyoming, and Montana, is primarily an agricultural area, consequently there have been very few location defense activities.

The Colorado Employment Service reports that it has sent approximately a thousand skilled workers, including carpenters, machinists, plumbers, etc., to various defense projects. The bulk of these workers have gone to Cheyenne, Wyo., where a cantonment is being built.

The local building-trades council also reports a considerable migration of carpenters and other building-trade workers to the areas where cantonments and defense plants are being constructed. A number of machine plants in the Denver area report that they have lost a considerable number of lathe operators and other

skilled workers in that category due to higher wages being paid in the machine-tool and allied industries in eastern cities.

No agency has kept a check on the number of semiskilled and unskilled workers who have left this area to seek employment in the defense industries. However, a number of airplane assembly workers' schools are operating in this State and it must be assumed that those completing the course in these schools are leaving the State to obtain employment in the aircraft assembly plants, particularly on the west coast.

SMALL-ARMS AMMUNITION PLANT

Up to the present time, there has been no migration of either skilled or unskilled workers into Colorado seeking employment in the defense industries, because there has been no inducement. However, there is a possibility which is decreasing commensurate with the opportunities for defense employment elsewhere, that there may be workers coming into the State in the near future. If the Remington small-arms ammunition plant, which is to be built on the outskirts of Denver, is to be constructed on a 6-month construction basis, there will be an ample supply of skilled workers in the area. However, if the plant is to be built on a rush basis, it will be necessary to seek outside labor. At the completion of the plant, present estimates indicate that at full operating capacity it will employ approximately 10,000 workers, of whom 4,000 are expected to be women. There is also a possibility that the construction of the large cantonment at Cheyenne is attracting or may attract some outside labor.

However, in all the above-cited cases it should be borne in mind that there is less actual defense activities under way in this region than in other areas and that, therefore, the number attracted to this area may be much smaller than the number attracted away from this area.

While we have no specific information, there is reason to assume that the Wheeler-Peck Dam in Montana, during its construction activities, trained a great many of the local farmers to a degree in the skilled building trades. Since farm earnings offer much less inducement than industrial wage earnings, it is quite possible that many farmers will be attracted from that area to defense work.

SHORTAGE OF COTTON PICKERS

We have received reports indicating that the southern and southeastern fringes of Farm Security Administration Region XII are beginning to notice some effects of the defense program. For your information, this southern line would include the cotton areas in Dona Ana, Chavez, and Eddy Counties, N. Mex., and the southern plains cotton area in west Texas which begins at approximately Big Spring and ends slightly north of Lubbock. We received reports of a shortage in cotton pickers which began last October in Dona Ana County, N. Mex., and which is now evident in the southern Texas area mentioned where we were informed approximately 3 weeks ago that at that time the farmers in Dawson County, Tex., could have used an additional 1,000 cotton pickers if they could have been made available. The placement office at Big Spring, Tex., reported that they were unable to fill many large orders for cotton pickers in the Dawson County area during the past season because of the shortage of workers. There were also specific reports of persons who came to the cotton area and then left when they received information of the possibility of employment in building activities on some of the cantonment construction work in Texas.

While we have no specific figures indicating the size of the migration, we do have information indicating that normally approximately 10,000 farm workers come into the south Texas area to pick cotton. There appears to be no question that the possibility of increased earnings is the inducement in each of these cases. There appears to be little possibility that there could be sufficient wage increases made to offset the industrial opportunities which are appearing. For example, the average cotton picker in the south Texas area earns about \$1 65 a day. He receives 65 cents a hundred for snapping cotton and he can average about 300 pounds daily. In order to make an earning comparable to the average \$5 a day defense construction earning, which is possible for this group, it will be necessary to increase the price to about \$1.35 a hundred, which is obviously not possible. We have reports of specific instances where cotton pickers in this Texas area refused offers of cotton-picking jobs this year because the farmers did not have adequate housing facilities on his premises.

It is expected that the shortage evidencing itself in the southern fringes of region XII will probably affect the agricultural areas in southeastern Colorado, southern Colorado, northern Colorado, principally in the sugar-beet fields, and probably in the sugar-beet area in the southeastern and north-central Wyoming and in south central, north central, eastern, and western sections in Montana next year.

We are of the opinion that not too much authentic information will be available until the harvest commences next year which, of course, will be too late to permit an intelligent approach to the immediate problem. Our best guess is that there will undoubtedly be a definite effect upon the supply of available farm labor in harvest areas where migrants are customarily used.

EXHIBIT 23-A—NEW MEXICO

REPORT BY J. C. MITCHELL, DIRECTOR, NEW MEXICO STATE EMPLOYMENT SERVICE,
ALBUQUERQUE, N. MEX.

MARCH 19, 1941.

This State has two defense projects, the Albuquerque Air Base and the Fort Wingate Ordnance Depot, in the process of construction.

Our inventory of unemployed defense workers, taken on February 22, 1941, shows 1,143 registrants, whereas on November 22, 1940, the count was 602. This increase is entirely accounted for by the construction workers who came in from the surrounding States to obtain work on these two projects. During this same period we have lost 60 men, who were classified as skilled workers in manufacturing industries. These men left the State voluntarily, most of them going to the airplane factories on the west coast. Oil production has been curtailed in New Mexico and a number of oil-field workers have gone to Texas and Oklahoma seeking work.

The attached report prepared by the Farm Placement Service is made from contacts at ports of entry and covers the period from November 1940 to March 1941. Of the 248 cars reported on, 668 of the occupants were seeking farm work; 251 of these migrants were coming into New Mexico.

REPORT BY FARM PLACEMENT SERVICE OF NEW MEXICO

This report is compiled from information received by the Farm Placement Service of New Mexico from the ports of entry from November 1940 to March 1941.

Ports of entry: These are the ports that have sent in cards.

Number of cards: Total number of cards sent in by each port to date.

Total number of transients: This is the total number of persons in cars including children.

Number seeking farm work: This includes those who have specifically designated that they are seeking farm work.

Highway number: Number of highway going through the ports.

From these States: Number of transients from the States named.

Going to these States: Number of transients going to the States named. Some cards do not specify a definite destination.

Ports of entry	Number of cards	Total number of transients	Number seeking farm work	Highway No.	From these States	Going to these States	Number seeking farm work in New Mexico
Texico.....	8	70	70	U S 60.....	Oklahoma..... Texas..... Missouri..... New Mexico..... Colorado.....	New Mexico..... New Mexico..... Colorado..... Indefinite destination..... New Mexico..... Arizona..... Texas.....	70 10 4
Tres Piedras.....	19	50	26	U S 285.....	Texas..... Ohio..... Florida..... Nebraska..... Oklahoma..... Colorado..... Kansas..... Tennessee.....	New Mexico..... New Mexico..... Indefinite destination..... New Mexico..... Arizona..... Texas.....	1 37
Newman.....	8	34	20	U S 54.....	New Mexico..... Arizona..... Texas..... Kansas..... Missouri..... Louisiana..... California..... Oklahoma..... Arkansas..... Tennessee.....	New Mexico..... Arizona..... California..... New Mexico..... Texas..... Louisiana.....	1 9
Clayton.....	1	1	1	U S 87.....	Oklahoma..... Arkansas..... California..... South Dakota..... Texas..... New Mexico..... Colorado..... Utah.....	Utah..... Colorado..... New Mexico..... Indefinite destination..... Not stated.....	1 37
Anthony.....	41	208	171	U S 80.....	Oklahoma..... Texas..... Missouri..... Louisiana..... California..... Oklahoma..... Arkansas..... Tennessee.....	New Mexico..... Arizona..... California..... New Mexico..... Texas..... Louisiana.....	1 37
Chama.....	73	166	50 12	U S 285.....	Oklahoma..... Arkansas..... California..... South Dakota..... Texas..... New Mexico..... Colorado..... Utah.....	Utah..... Colorado..... New Mexico..... Indefinite destination..... Not stated.....	9
Road Forks.....	4	25	25	U. S. 80.....	Oklahoma..... Arkansas..... Texas..... Texas..... Oklahoma..... Arkansas.....	Oklahoma..... Texas..... Arizona..... Texas..... Arizona..... New Mexico..... California..... Montana.....	0 1
Lordsburg.....	16	63	59	do.....	Oklahoma..... Arkansas.....	Oklahoma..... Texas..... Arizona..... New Mexico..... California..... Montana.....	1

1 Indefinite.

Ports of entry	Number of cards	Total number of transients	Number seeking farm work	Highway No.	From these States	Going to these States	Number seeking farm work in New Mexico
Tatum	63	217	215	U. S. 62 U. S. 380	Texas.....133 California.....6 Oklahoma.....51 Arizona.....8 New Mexico.....4 Arkansas.....5 Missouri.....10 Texas.....20 Oklahoma.....1 Arizona.....6 Kansas.....1 Oklahoma.....4 Iowa.....1	California.....31 Texas.....2 Oklahoma.....3 New Mexico.....90 Arizona.....72 Indefinite destination.....19 New Mexico.....24 Indefinite destination.....3 Michigan.....1 Indefinite destination.....2 California.....4 Indefinite destination.....1	65
Hobbs	10	27	25 2	U. S. 62			15
Detil	3	3	0	U. S. 260			0
Gallup	2	5	4	U. S. 66			0

² Any kind of work.

EXHIBIT 24—KANSAS

REPORT BY PAUL V. BENNER, DIRECTOR, BUREAU OF PUBLIC ASSISTANCE, STATE DEPARTMENT OF SOCIAL WELFARE OF KANSAS, FORT SCOTT, KANS.

MARCH 3, 1941.

The expansion of industries under the national defense program is beginning to be felt in the State of Kansas. It is estimated that almost \$100,000,000 has been let in defense contracts in Kansas at the present time. While practically all of the State will be affected to some degree, there are at present only a few areas in which the situation is apparent. In order to get as adequate a report as possible, the county welfare directors of the six counties affected in a major degree by the defense program were asked to report on the topics listed below.

Counties affected.—While a number of counties in Kansas are affected in a minor degree because they are in close proximity to major defense projects, there are only six counties affected sufficiently, at present, to include in this report, namely, the two counties adjoining Fort Riley, which are Geary and Riley Counties; Sedgwick County (Wichita), in which five aircraft and aircraft parts manufacturing plants are located; and Johnson, Leavenworth, and Wyandotte Counties, which are adjacent to, or include, the Kansas City area.

Fort Riley.—The Federal Government maintains a permanent military reservation at Fort Riley with the emphasis placed chiefly upon the Cavalry School. Old Camp Funston of World War I days is being reproduced to use this time as a cavalry training center. Work on the buildings has been going forward since early in the fall of 1940 and most of the construction work has been completed. The total expenditures will be approximately \$12,000,000. Geary and Riley Counties have been materially affected by a peak employment of 9,000 men. That number has been decreased somewhat in the last 2 months.

Airplane factories.—The Federal Government is contributing \$53,000,000 to expand airplane facilities in Wichita and \$10,000,000 has been allotted for a huge bomber plant in Kansas City, Kans. Work on the latter will start March 8. We are informed that several of the plants, notably the Beech Aircraft Co. and the Stearman Aircraft Co., are enlarging their capacity. The State employment office has been asked to help provide young men for a training school connected with aircraft manufacturing and operated by the factories in Wichita.

Military post.—A regular military post is maintained at Leavenworth, Kans. The report from this county was indefinite but presumably its facilities will be expanded to care for the movement of troops.

Airport.—A large airport is to be constructed soon near Olathe, Kans.

Total under contract.—It has been estimated that \$95,500,000 has been let in defense contracts in Kansas to the present time.

Size of migration.—The reports from Riley and Sedgwick Counties were the most complete on the size of the migration. Riley County welfare director estimates the population of the county has been increased 4,400 or about 27 percent. The increases were estimated as follows:

Town or area	Normal population	Present population
Manhattan.....	15,000	18,400.
Ogden.....	560	1,120.
Riley.....	400	450.
Rural area.....		Increased 500.

Wyandotte County reported that while the movement had not begun appreciably yet the expectation was that it would become acute in a short time. Sedgwick County estimated the present influx to be about 4,000 to 5,000 and that it would reach 20,000 by July 1, 1941. Mr. Corsaut, of the Kansas State Employment Service, stated that 100,000 men would be employed in airplane factories within a 500-mile radius of Wichita within the next year. There are no reports for the other defense projects within the State.

Selective factors.—Reports have been received from two counties, Riley and Sedgwick, on the factors mentioned. The welfare director from Riley County,

reporting for the Fort Riley or Camp Funston project pointed out the following: Age, 21 to 55 (30 percent brought families). Color, no distinction; however, there has been very little employment of the colored except those who happen to be residents of the surrounding counties. Sex, 5 percent female, 95 percent male.

Referring to the migrant study made in August 1940 the Riley County director pointed out that it showed that 62 percent of the registered migrants were between the ages of 21 and 30. When he examined the registrations for 79 single transients registered in December 1940 he found a striking change, namely, 7, or about 9 percent, were in the age group mentioned while 38, or about 50 percent, were between the ages of 41 and 60. The director was tremendously surprised at the change and stated that he had no explanation for the shift. It is possible that the older men had the skills required on the defense projects, or thought they had, while the younger ones did not possess them.

The Selective Service Act may have taken some of the younger migrants off the road.

The welfare director from Sedgwick County reporting for the airplane defense project pointed out the following: Age, 18-year minimum, no maximum; only requirement that the men be physically able to do the work. Color, Negroes are not employed. Sex, no discrimination although few women have been employed. Citizenship, required that the workers be native-born citizens. Work is refused to those that have been naturalized, as well as unnaturalized aliens. Police record, even minor police records are considered a bar to employment.

Skills involved.—The work at Fort Riley has employed at the peak about 9,000 workmen, 3,500 of whom have been unskilled while 5,500 have been skilled or semiskilled. About 50 percent of the skilled have been carpenters and the rest building-construction workers of all kinds. The welfare director indicates that the population of Manhattan has been increased by the following: 1,500 unskilled workmen, 1,500 skilled workmen, 300 Army officers and families, 100 female workers (clerks principally).

The Employment Service reports 6,400 skilled workmen employed at Wichita in 4 job classifications: 3,200 sheet metal, 1,500 woodworkers, 641 machinists, 350 welders.

They state that 176 other job classifications are employed at the airplane factories in Wichita. No information was given as to the number of men employed in these classifications.

HOUSING

The reports received from the counties indicate that the problem of housing the defense workers is either a major problem at present or it will soon reach proportions that will be extremely difficult to manage.

Riley.—The welfare director in Riley County indicated that while the problem was not acute, workers in and around Manhattan and Ogden were living in abandoned tenant and trailer houses. In one instance 125 trailer houses were counted. There is considerable doubling up of families inasmuch as the zoning ordinance forbids the construction of "shacks" or use of extremely poor places for habitation purposes. Rentals have been controlled to some extent and have increased only from 10 to 12.5 percent.

Sedgwick.—The public health department in Wichita reported to the county director that the housing problem had already attained major importance in that county. He said: "House-trailer colonies, cracker-box houses, and squatter-type dwellings are springing up everywhere. Since the most of these places do not have adequate toilet or sewerage facilities, a new code of sanitation rules was passed only a short time ago. This new code provides that anyone renting his ground to be used by families living in house trailers must provide satisfactory water, sewerage, and toilet facilities."

In this connection a number of joints consisting of small eating and beer places have been constructed. Some of these "do not have proper water supplies, sanitary kitchens, toilet facilities, etc."

Wyandotte.—The situation in Kansas City, Kans., is apt to reach extremely acute proportions as soon as the huge bomber project gets under way. The welfare director there states that "there are practically no habitable vacant

houses; our police force and fire department, welfare, probationary, and health departments are greatly undermanned, and at the present moment we are able to make but few preparations for what we feel will come." While the report of the director from this county is very brief it is well-known here in the State Department that housing in Kansas City, Kans., is critical, and any additions to population may produce results that will be extremely difficult to manage.

Johnson.—The contracts for the new Government airport will be let in the near future, causing the present situation to be altered appreciably. The director in this instance states that there has been a shortage of "rental property in this county for the past year and a half" and that while some of the workmen have defense jobs in Kansas City (presumably Missouri) they are commuting rather than taking any chances that they will have no home to rent when the work is over. This is symptomatic of the tenseness of the situation regarding housing.

HEALTH

The Kansas State Board of Health established health units in Geary and Riley Counties (located on either side of Fort Riley) about January 1, 1941. The Riley County director reports that to date no outbreak of any kind has occurred among our crowded population. The outlook in Wichita as pictured by Dr. Asher of the public health department is somewhat pessimistic. He told the director: "an increase in both venereal disease and tuberculosis is expected. This always happens when there is a rapid increase in population, due to crowded rooming houses, unsanitary conditions, and an increase in the number of prostitutes due to an increase in the male population." While it appears that no dire results have actually happened to date the situation should be given further study and attention.

CRIME AND DELINQUENCY

Delinquency.—Reports are available from Riley and Sedgwick Counties on juvenile delinquency both of which indicate that there have been no increases in this area. The report from Sedgwick County states rather that delinquency in 1940 decreased 47.8 percent over 1939. The general consensus of opinion seems to be that there will not be more than a proportionate increase at this time although later facts may prove this to be very erroneous.

Crime.—Riley and Sedgwick Counties also submitted reports on crime.

Riley County submitted definite data for Manhattan, the largest town in the county.

Court	Period covered	Number arrests
Police court.....	{December to February 1939-40..... {December to February 1940-41.....	39. 158 (68 liquor cases).
Justice court.....	{December to February 1939-40..... {December to February 1940-41.....	50. 72.

It is interesting to note the statement of the director that, while the number of crimes committed in Manhattan had increased considerably during the operation of the defense program, the crimes were of minor nature, so to speak, such as driving while intoxicated, rather than of a major nature. He said, "There has been no major crime charge in the area since the beginning of the defense program." His conclusion is that a higher type of migrant is on the road than formerly.

Sedgwick.—The following information on crime was submitted from Sedgwick County on the number of crimes committed during the period:

Class of crime	1939	1940	January 1940	January 1941
Class 1.....	120	220	98	156
Class 2.....	490	890	325	502
Miscellaneous police services.....	889	1,310	71	105

Mr. Van Welden, Wichita Police Department, explained to the welfare director that "it was not the men who came in here and were actually working in the defense industries that were causing the trouble, but the drifters who always follow a boom condition to get their share of the large pay rolls by one way or another." Sedgwick County reports a decided increase in prostitution and petty thefts. This same report was made by Leavenworth County, and in this connection the local civic clubs and churches had insisted on a clean-up drive.

WAGES

The wages paid at Fort Riley are reported by the Riley County director to be 25 to 100 percent above the established wages for similar occupations in this area. In fact, he stated that they were higher than wages that were being paid in the Kansas City metropolitan area causing workers to come from there seeking employment. The American Federation of Labor has charged, what some of the workers think, exorbitant dues. It is more or less common knowledge that some of the workers had scarcely finished payment of their fee until they were laid off. As far as is known the union gave them no special services for the fee except perhaps to keep the wages at the high level. The American Federation of Labor no doubt felt that this service justified the fee. According to the director at Wichita the work in the airplane factories is not under the union and in this instance the wages are much lower.

EDUCATION

The report on school attendance from Riley County is the only one of importance that is available at present. The director reports that the grade schools in Manhattan show a net increase of 273 pupils since September 1940, with a gross increase considering the loss of some pupils at 328. The teachers report that many of the migrant children have attended a number of schools in the last 3 or 4 years. The children from one family had attended six schools in the county during this time. The superintendent stated that there was plenty of room for the children but the constant movement in and out of classes was disturbing.

In the neighboring little town of Ogden the enrollment in September in the grades was 111 and at present it is reported as being 157, with substantial turn-over in addition.

The Sedgwick report stated that the enrollment in the schools had not been affected appreciably as most of the men employed were either single or if married they had not brought their families with them. The expectation is that there will be increases later when the airplane factories are in fuller production than they are at present.

RECREATION

Very little apparently has been done with respect to recreation, as it was not given much place in the reports. Riley County reported that some attempts were being made to organize recreation by their local communities.

CONCLUSION

The above report appears to present a beginning stage with trends of development indicated briefly. That later development should demand study is evident. There is already evidence (see Health, Housing, and Crime) to indicate that one of the greatest needs is service to migrants pending job placement. Movement instigated by defense plans should unquestionably be a subject for further study by the Select Committee Investigating Interstate Migration.

EXHIBIT 25—NEBRASKA

REPORT BY NEIL C. VANDEMOER, DIRECTOR OF ASSISTANCE, STATE OF NEBRASKA BOARD OF CONTROL, LINCOLN, NEBR.

MARCH 22, 1941.

We have made a canvass of seven of the counties in Nebraska which we felt would include all migration of workers in connection with the war-defense pro-

gram at this time. While there have been numerous contracts let and some projects allocated to Nebraska, the work and development of these contracts has not expanded to the extent that it has materially affected the migration of workers, nor has there been an absorption of many employees.

DEFENSE PROGRAM IN NEBRASKA

The war-defense program in Nebraska has not been a large factor in the economic life of the State as yet. It is developing with the placement of contracts with various companies, placement of the bomber plant in Fort Crook, near Omaha, and placement of skilled workers from Nebraska in employment in other States as well as locally. This will all tend to bring Federal defense funds into this State and will probably materially affect the economic situation in the State as time passes. There will be reaction too, probably, after the various contracts are completed as well as during their existence. There will be housing and transportation problems, welfare problems, employment problems; then when the readjustment period comes there may be readjustments to be made by families, new jobs to find, new homes to set up, questions of relief to persons thrown out of employment, and the matter of determining their residence, and migration of persons to new locations. At this time migration has not become a serious problem in this State because of the war-defense program.

Adams County.—Hastings, county seat, ranks third in State as an industrial center. Has several types of factories eligible to participate in defense projects; several contracts have already been let to them. Several skilled workers have left this county to take employment elsewhere, mostly, it is thought, to west coast, State of Washington. One person contacted indicated that he had 700 applications for jobs from persons living within a radius of 60 miles of Hastings, mostly young men from farms. He will need about 50 additional employees. The reemployment service stated that they had referred 30 skilled persons to jobs during the last 90 days, outside of State. County assistance office has had practically no applications from out State for employment in local plants. Local labor supply appears adequate for local needs. Housing is not anticipated as likely to become a problem in Hastings. Defense program is new in Adams County, therefore difficult to anticipate its problems as they may develop. This situation may change on short notice.

Cass County.—Already a problem as people are migrating to Cass County in search of employment on bombing plant at Fort Crook and no work for them. Two families came from a farm after selling all of their equipment in hopes of finding employment. Five men received employment on farms who came looking for employment on bomber plant; two from Nebraska, three from Missouri. First encouragement is given to local persons by State employment office in Cass County.

Find that farmers are employing older men, probably on account of their being less liable to military service. Planning zoning for trailers; workers are arriving for river work. These people are a problem often in relief. County is encouraging people who are applying for relief and come from other counties or States to return to their homes.

Douglas County.—Have felt very little effect of anticipated construction of war-defense, bomber-plant, or other projects. There has been an increase in applications for Work Projects Administration and relief by nonresidents looking for employment. During recent weeks more closing of relief cases on account of securing private employment than has been noticeable for some time. Increase in social problems on account of troops quartered near Omaha. Many colored troops are in Fort Crook. Anticipate more activities and more problems in Douglas County as project at Fort Crook develops.

Hall County.—No defense projects. In December some 22 carpenters were referred by local employment office to Seattle, Wash. Have since returned to Hall County. Did not take their families. In January 2 plumbers and 29 carpenters were referred to Cheyenne, Wyo., by local employment office. Most of these have returned. They left their families in Hall County and returned to them when the work was completed. Twelve LeTourneau operators have been referred to Omaha this month by local employment office to work on bomber plant. Does not seem to be much migration in Hall County at this time.

Sarpy County—Bellevue.—Very little inquiry from migratory workers either for assistance or jobs; no housing problems; 300 workers at Fort Crook, mostly skilled; 24 men from State employment, 8 of which Work Projects Administration. May close Work Projects Administration projects if many more go on defense work.

Passing zoning ordinance so as to control migratory problems. Plans are made covering housing and traffic. Estimated that peak of 1,500-2,000 needed to build plant after the preliminary grading is completed. After that the migratory labor may become a problem. May strain the resources of the county, after the construction is completed, to care for these persons.

Lincoln County.—No community problem by migratory workers. Only proposed defense project is airport which is a Work Projects Administration project. Workers will therefore be those certified for Work Projects Administration and there are plenty of persons available to fill the need. Will use nearby county certified men if local supply is inadequate. Would be a housing problem if many persons come to North Platte in search of employment.

Local employment office has sent 16 skilled men to Fort Lewis, Wash., 13 to Cheyenne, Wyo., 2 to Omaha.

It is felt that many skilled and unskilled workers have left North Platte seeking elsewhere for employment. Work Projects Administration rolls are not changed materially, probably due to lack of funds to permit traveling to look for other jobs, not employable on large construction jobs and skilled workers are needed on local projects. Sutherland and Tri-County contractor has taken many keymen to other jobs on war defense contracts. Do not anticipate other defense projects in North Platte.

Lancaster County.—Effect of defense program in this county is not serious as yet. A sampling and general feeling in agencies indicates definite migration from Lincoln. Few defense programs in Lancaster County. Some industries are training both skilled and unskilled workers in anticipation of needs in war-defense contracts.

Migration to date has been chiefly westward to the Pacific coast. There is a suggestion that contractors are now worried that there may be a shortage of skilled workers to fill jobs on war-defense contracts. Estimates of 10 to 60 percent skilled workers having left here seeking employment elsewhere. Moving records in 1939 indicate that more families came to Lincoln than left. This is reversed in 1940 and the reversal is more pronounced in 1941.

Farming will probably be a large factor in employment in Nebraska than will defense contracts in the months to come. There is some talk of commuter trains between Lincoln and Omaha to help in the expected housing shortage in Omaha on account of the bomber plant construction. Wages appear to be advancing in Lincoln. Work Projects Administration applications are declining; January 1941 were 44 percent of January 1940; February 1941 were 65 percent of February 1940. A sampling of transients passing through Lincoln for 2 days shows that of 31 interviewed 18 had definite promises of employment elsewhere. Probably when retrenchment comes there will be a relief problem to care for stranded migrants in other localities than their places of residence at the time of the defense projects.

[Below appears an excerpt from News Notes, mimeographed letter of the Nebraska Board of Control, which was submitted for the record.]

Appendix to the February 1941 number

NATIONAL DEFENSE ACTIVITY

The Select Committee Investigating the Interstate Migration of Destitute Citizens has requested information from the department of assistance and child welfare in regard to the community problems being created by the defense programs in this State.

The effects of the national defense program on Nebraska are beginning to be noticeable. Apart from the part Work Projects Administration is playing in defense measures, private business and employment will continue to show increasing gains. The department of assistance and child welfare is interested in the current and future effects of the defense activity on the problem of public aid.

The approach to the problem should be from the effect on the community as

created by the current migration of workers, both skilled and unskilled, to the centers of defense expansion and the effect such migration will have on the public-aid programs in the community. For the information of the county offices particularly, the following material has been prepared. Future information from the counties on the effects of defense activity in their county should be incorporated in the narrative of the monthly report of activities.

MEMORANDUM TO MR. O. M. OLSEN, STATE LABOR COMMISSIONER, FROM HARRY BANE, DIRECTOR, NEBRASKA STATE EMPLOYMENT SERVICE, MARCH 11, 1941

"Through regular clearance channels the Nebraska State Employment Service has sent in the neighborhood of 600 skilled workmen to defense jobs in various parts of the United States. These occupational classifications are carpenters, plumbers, painters, sheet-metal workers, machinists, tool and die makers, and turret-lathe operators.

"Approximately 130 were sent to Fort Lewis at Tacoma, Wash. [see page —]; 325 to Fort Warren at Cheyenne, Wyo. About 25 have gone to civil-service jobs and around 100 have been sent to various other jobs.

"Obviously all of these workers have gone to jobs which pay them good wages and when their work is completed, for the most part, they will return to their homes in Nebraska to await further work opportunities. It is highly improbable that any of these men would become relief problems in the States to which they went.

"While Nebraska has been awarded something over \$20,000,000 worth of defense contracts, there has been no necessity to clear in workers from other States to man these jobs. The present outlook with respect to the construction of the Fort Crook bomber plant is that most of the skilled construction workers, except possibly some structural steel workers, can be supplied from the immediate area of the plant in Nebraska. It has been necessary to clear in dirt-equipment operators from other parts of Nebraska. It is estimated that at most only about 350 common laborers will be employed on the job and there is far more than a sufficient quantity of laborers in the vicinity of Omaha to take care of all needs."

Defense contracts in Nebraska, excluding Works Progress Administration

Firm	Item	Released	Amount
Omaha (Douglas County):			
Scott Manufacturing Co.	Pyramidal tents	Aug. 29, 1940	\$52, 400
Do	do	Jan. 4, 1941	200, 250
Do	do	Feb. 6, 1941	7, 130
Miller Cereal Mills	Cereals	Oct. 7, 1940	1, 357
Do	do	Jan. 6, 1941	1, 805
Omaha Steel Works	Artillery ammunition components	Oct. 23, 1940	2, 955, 750
Orchard Wilhelm Mattress Co.	Mattresses	Oct. 18, 1940	9, 167
B & L Neckwear Co.	Field caps	Nov. 2, 1940	1, 150
Omaha Cap Manufacturing Co.	do	Nov. 15, 1940	7, 403
Oak Brand Manufacturing Co.	Light serge trousers	Nov. 23, 1940	18, 656
S. L. Robinson Co.	Cotton trousers	Dec. 26, 1940	7, 627
Do	do	Jan. 27, 1941	5, 237
Brody Manufacturing Co.	do	Dec. 26, 1940	8, 621
B & L Neckwear Co.	Field caps	do	3, 147
Walter C. Roesig & Co.	Wall tent flies	Jan. 27, 1941	6, 638
Peter Kiewit Sons Construction Co.	Aircraft manufacturing plant	Feb. 15, 1941	8, 078, 000
George W. Condon Co.	Assembly plant, air field, Fort Crook		
Woods Bros. Construction Co.	(Total estimated cost \$10,300,000)		
Total			11, 411, 338
Lincoln (Lancaster County): Cushman Motor Works	Ammunition components	Nov. 18, 1940	582, 600
Hastings (Adams County): Frank Rose Manufacturing Co.	Artillery ammunition	Jan. 8, 1941	206, 323
Fort Crook (Sarpy County). (See under Omaha.)			
Grand total			12, 200, 261

EXHIBIT 26—NORTH DAKOTA

REPORT BY E. A. WILLSON, EXECUTIVE DIRECTOR, PUBLIC WELFARE BOARD OF NORTH DAKOTA, BISMARCK, N. DAK.

FEBRUARY 21, 1941.

I have discussed the matter of migration induced by defense activity with the director of the State employment service and other persons who are acquainted with the problem, and we are agreed that there has been some migration from North Dakota to areas where the defense program has created a demand for labor. Our estimate is necessarily a rather rough one, as we have no definite factual information and can only judge from the known migration from limited areas. During the past 6 months there have probably been between 500 and 1,000 men who left the State to secure employment in defense industries on the west coast or in the East. At least half of this number have been skilled workers and most of the remainder would be classified as semiskilled. The skilled laborers are, for the most part, carpenters, plumbers, and similar tradesmen who are normally unemployed in North Dakota during the winter months because of weather conditions. Most of these skilled laborers have left their families here and will, undoubtedly, return in the spring when there is a demand for them in this State. Of the semiskilled laborers who left, a considerable number returned, due to their inability to find employment. Common laborers, of course, were unable to find employment in defense industries.

Of those who left the State and secured employment, very few were receiving relief or were on W. P. A.

We have no information regarding the selective factors of age, sex, or race. We expect that the single men who left and have secured employment will remain while such employment opportunities continue. Most of the married men will undoubtedly return to North Dakota when the seasonal building and other employment opportunities open up.

EXHIBIT 27—MONTANA

REPORT BY JOHN W. NELSON, DIRECTOR, MONTANA STATE EMPLOYMENT SERVICE, HELENA, MONT.

MARCH, 22, 1941.

The State of Montana is one of those States that depends to a very large extent upon migratory farm labor to harvest certain of its crops. Specifically the farmers of this State depend upon migratory Mexican and Filipino labor from the South and Southwest to produce sugar beets; it depends upon migratory farm workers from Nebraska and the Dakotas to harvest its grain crops, and it depends in somewhat lesser degree upon migratory hay hands to harvest its hay crops during the late summer. We do not have much detailed information as to the source of this latter crop but believe that they come into Montana from Idaho and Wyoming.

The period since last September represents the winter months when there is practically no migration of farm labor except to return to their native States, or the beet workers who come to harvest the beets—that is, top and load them—and a few grain harvest hands who work beyond the ordinary harvest period.

The sugar companies' report on migratory labor for beet work, which is the only source of reliable statistics available, due to the fact that there has never been any Federal supervision or direction of the migration of these workers, shows that for the Great Western Sugar Co. operating in the Billings area about 2,000 beet workers were recruited in Denver, 5,350 from California and Arizona, 1,900 in Texas, 750 in North Dakota and about 1,500 from other States in the Rocky Mountain area extending to the Mexican border. The Utah-Idaho Sugar Co., in northern Montana, at Chinook, recruited, employed, and directed to farms 126 breed Indians, 50 Negroes, 75 Filipinos, 300 Mexicans, about 200 whites, and 200 miscellaneous. These figures refer only to the labor referred to the harvesting of beets. The greater bulk of migrant labor is used in the beet fields for the thinning and growing seasons. The white men recruited in northern Montana come from North Dakota, Arkansas, Missouri,

and Utah; the Mexicans, Negroes, and Filipinos from Colorado and California; and the Indians, largely from Montana and other States in this region.

The State employment service as a policy has attempted to promote a larger dependence on local white labor for the farmers of this State. Due to the general improvement in employment conditions brought about by defense activities, it is anticipated there will not be as many transients this year as usual. To meet this situation we have recommended through the regional office that area offices be established for the purpose of coordinating and directing the recruitment and migration of out-of-State labor. We feel that it is desirable to so direct this migration that workers who follow that method of earning a livelihood may be assured of continuous employment from early spring until the fall harvests are completed.

CAMPAIGN FOR HOUSING

We also have conducted a consistent campaign with our farmers, urging them to provide better housing facilities on their farms for these migrants. We recognize that they perform a most useful service to society and are indispensable to certain farm groups. We believe that the employment of migrants should be so regulated to make such employment profitable and attractive to those citizens who depend upon migratory employment. Insofar as Montana is concerned, we doubt if anything could be accomplished by setting up transient labor camps for migratory workers. The reason for this is that the heaviest centers of beet production are widely scattered areas mostly consisting of river bottoms and fields under irrigation projects. These river valleys and irrigated districts are sometimes 50 to 100 miles apart, and nowhere is cultivation of beets so centralized as to make a transient labor camp a desirable institution.

We believe that the purpose of your committee is constructive and necessary, and we trust that out of it will come some kind of a program designed to accomplish those things which we have outlined above as being desirable and almost essential, particularly from the standpoint of better production of these crops and from the standpoint of the workers whose services are depended upon by the farmer.

We have devoted this letter largely to the migration of farm labor, as we have no large defense industries in Montana and the only migration in connection with defense industries has been some movement of carpenters and workers to the Pacific coast area and a slight movement to the defense areas of California. The State employment service has maintained a constant campaign of publicity designed to discourage such migration, and we have discouraged it to a very large extent. Due to the fact that some defense contractors, particularly the builders of cantonments at Fort Warren, Wyo., and at Fort Murray, in Washington, have not confined their recruitment efforts to the State employment services but have sent information about job openings out through various unions, there was a slight migration of carpenters to these two areas, a large percentage of whom did not obtain jobs. The problem was not severe, however, and we believe that the failure of some of these people to obtain jobs has been helpful in establishing greater reliance upon State employment services by workers seeking jobs. The Knudsen letter to employers, which is designed to eliminate unrestricted recruiting of labor by defense contractors, should also be helpful nationally in this respect.

REPORT BY D. H. MCCAULEY, PRESIDENT, MONTANA STATE BOARD OF DENTAL EXAMINERS, LAUREL, MONT.

JANUARY 26, 1941.

A critical situation has developed regarding the number of our citizens that are now migrating to other localities, probably not to return. We are trying to keep these men within our State, as Montana can ill afford to lose any of its citizens, especially in view of the fact that it is as strategically located for the development of defense projects as any part of the United States of America.

There has been a great exodus of skilled and unskilled workers in the past 60 days. In the last 30 days 20 carpenters a day have left Montana. It has been estimated that if this continues it is possible that Montana will lose, besides its military men, some 10,000 skilled and unskilled workers in the next 18 months.

This is going to result in a very serious economic situation for Montana. It is my opinion that Montana is now in the economic nutcracker.

All this seems completely unjustified in view of the possibilities that Montana has as a location for munitions and other defense developments. The President definitely stated that there would be decentralization rather than centralization of industry during this program. It certainly has not borne out as far as Montana is concerned. I happen to be chairman of the Montana military affairs committee of the Montana State Dental Association, and it was necessary for me to make a trip to the west coast the middle of December. I was rather surprised when I picked up the Los Angeles Times which stated that California would have to prepare for the housing of 200,000 additional workmen. This number is going to have to come from the Western States, to a great extent.

I think this estimate is rather conservative. "For rent" signs are beginning to appear now in a number of communities, and to me this is very serious as far as our State is concerned.

EXHIBIT 28—WYOMING

REPORT BY S. R. HECKART, STATISTICIAN, UNEMPLOYMENT COMPENSATION
COMMISSION OF WYOMING

MARCH 18, 1941.

Local commercial bodies are urgently demanding defense industries to be located in Wyoming to stop migration. Many people have already left Wyoming and more will continue to leave, due to lack of work here and the need for workers in other places. This seriously disrupts the economic life of this State. Many young men who could readily be trained for defense industries leave the State because there is no work here for them. It is clear that present policies are causing greater centralization, with resulting hardship in the densely populated centers, while here in the wide open space, which should be a natural habitat for reserve and defense, houses become vacant through the workers leaving to go to centers that are already overpopulated.

Interstate migrations are mostly west to the Pacific coast. Although there is no tabulation showing how many have migrated west and south, it is apparent that many workers have left, especially unmarried males and females. The effects of this migration will be more apparent when spring work opens up; at that time it will be possible to determine how great the migration has been by the extent of the labor shortage. Wyoming must act as a labor reservoir for semiskilled and skilled workmen, since there is so little industrial activity in this area. These workmen can be trained and are being trained by the vocational-education program, but these workers must migrate to other States and areas where their training can be applied.

Our Labor Market Reports do not indicate too clearly the migration of labor intrastate or interstate for the last 6 months. Intrastate migrations have been very marked over the last 6 months, due to the building program at Fort Francis E. Warren. The employment service secured enough unskilled and semiskilled, but not enough skilled. Approximately 4,500 Wyoming workers were employed on this project. Approximately 1,200 skilled laborers were recruited mostly from Colorado, South Dakota, Nebraska, North Dakota, and Montana. Wyoming did not have enough experienced carpenters, tinsmiths, electricians, plumbers, and painters.

These workers created a housing problem in Cheyenne, as it meant approximately 22 percent increase in population. The project is 98 percent complete and the local housing situation is still acute, since the increase in personnel at the fort makes it necessary for many of the officers to seek lodging in Cheyenne. In other parts of the State, however, many houses are vacant.

REPORT BY S. S. HOOVER, DIRECTOR, STATE OF WYOMING DEPARTMENT OF PUBLIC
WELFARE, CHEYENNE, WYO.

MARCH 18, 1941.

A cantonment was built at Fort Francis E. Warren, adjacent to Cheyenne (population, 25,000), and between 5,500 and 6,000 people were employed. One

hundred percent of the unskilled labor and 55 percent of the skilled labor came from Wyoming. It was necessary to import 45 percent of the carpenters, sheet-metal workers, etc., from Colorado, Nebraska, and South Dakota.

Excluding a few key positions, the Wyoming Employment Service referred 100 percent of the skilled and unskilled labor to the job. The contractors and union labor preferred and agreed to this arrangement. As a result, the migration of labor to the job was controlled by the employment office, and persons from other sections of the State or from adjoining States were put to work upon the presentation of a referral card from their own local employment office. Uniform procedure of this type prevented an influx of surplus labor to the cantonment job in Cheyenne, due to the fact that the laborer was forced to look to his own local employment office for referral.

Mr. Adie mentioned the aliens not being acceptable on defense or Work Projects Administration jobs (see p. 4605), and naturally this brings up the question of what to do with the aliens. Possibly the aliens should be shifted to the agricultural jobs and act as replacement units for agricultural workers going into the industrial field.

Since the national defense is on a 5-day basis, we are wondering if some provision should be made to prevent the loss of residence of the defense worker. Unless States work on a uniform basis, at the end of the 5-year period the defense workers will have lost legal residence in most States.

With the mobilization of the Army under way, we are finding a great many undesirable men and women flocking to the points of mobilization, and in some cases the local authorities are merely boosting them on to the next State; and as a result, these people will probably be on the road all of the time.

EXHIBIT 29—IDAHO

REPORT BY A. J. TILLMAN, ACTING DIRECTOR, INDUSTRIAL ACCIDENT BOARD, IDAHO
STATE EMPLOYMENT SERVICE, BOISE, IDAHO

APRIL 2, 1941.

Up to the present time Idaho has not experienced any appreciable migration into the State on account of defense projects, because we have had only one defense project of any size. This project is the air base at Boise and is employing approximately 750 men. Most of these workers are residents of southern and southwestern Idaho, although a few have come in from the surrounding States and as far east as Nebraska.

Idaho has experienced some migration to other States because of the defense program, mainly to Washington, Oregon, and California. We have no way of telling how many workers have left Idaho with the hope of getting employment on the coast, but the Idaho State Employment Service has placed, in response to clearance orders, 76 workers in defense industries on the coast. These were all in the skilled brackets, consisting mainly of carpenters, plumbers, steamfitters, sheet-metal workers, and machinists. We have had reports from some employers that some of their workers had voluntarily quit their jobs with the hope of obtaining employment in defense industries. The reason for this apparently is the higher wage scale being offered by the defense contractors.

EXHIBIT 30—UTAH

REPORT BY J. W. GILLMAN, DIRECTOR, STATE DEPARTMENT OF PUBLIC WELFARE, SALT
LAKE CITY, UTAH

MARCH 14, 1941.

Utah, up to date, has had only a limited amount of Federal money for defense projects. Only one area of the State has been affected to any degree, and that is in Weber County, in which geographical area is located Ogden, the third largest community in the State.

You will find attached copy of an excerpt from a report of the Division of Employment, Work Projects Administration, for the State of Utah.

FEBRUARY 20, 1941.

WORK PROJECTS ADMINISTRATION, DIVISION OF EMPLOYMENT REPORT

LABOR SHORTAGES AND EMPLOYMENT PROSPECTS IN UTAH

The Department of Placement and Unemployment Insurance advises us that the estimated number of active registrations for employment in February is 25,000; the estimated number of placements to private industries in February is 500; and the approximate number of persons to whom unemployment compensation will be paid in February is 5,800.

Col. L. W. Nims, defense officer, in the Deseret News, recently stated that nearly 7,500 skilled and semiskilled men will be employed in the Army defense program at Hill Field, the arsenal and general supply depot. Most of the persons hired will be from civil-service lists but will be chosen from Utah residents wherever possible, according to Colonel Nims.

During January many workers returned to Work Projects Administration seeking reinstatement. It is expected that when the national defense projects at Wendover and Fort Douglas are completed, we will have many of the workers return to this agency for employment. At the close of January, approximately 19 percent of the total workers on the two sites were former Work Projects Administration workers.

In the Ogden area, prospects for employment in the future are brighter than at any time during the past several years, especially for skilled building mechanics, and no doubt a large number of unskilled and semiskilled workers will be employed at the various Government bases when these plants begin operations.

The railroads operating out of Salt Lake City anticipate heavy expenditures for new equipment and maintenance work. The mines and smelters will not state whether they will increase their operations to employ more workers than are currently employed.

As yet, in the agricultural areas of the State, there is no private employment.

EFFECTS OF THE WAR

The Ogden district advises us that the railroads report slight increases in both freight and passenger traffic, which has kept many employed who are generally laid off at this time of the year. They have called for mechanists and boiler-makers which has necessitated the raising of the age limit from 50 to 55 years for this type of workers. They also report that approximately 3,000 more cars of freight went through the local yards in 1940 than in 1939, this being, no doubt, due to the defense program.

Lumber and building material institutions report that they received a better delivery on lumber but are still having difficulty on steel and builders' hardware deliveries.

According to Army officials, employment on jobs under contract at Hill Field, Utah General Supply Depot and Ordnance Depot has increased to about double that of December. Contractors report a total employment at Hill Field, the supply depot and ordnance depot of 646. The Ogden Chamber of Commerce housing committee reports that with a continued influx of workers coming to that locality in search of employment, the housing problem is becoming more serious each day. The State employment service at Ogden tells us that many new people from outside counties and States are registering for employment at their office.

EXHIBIT 31—NEVADA

REPORT BY B. F. DONOVAN, DIRECTOR, NEVADA STATE EMPLOYMENT SERVICE, CARSON CITY, NEV.

MARCH 19, 1941.

The only defense contract that we have in Nevada at the present time of sufficient size to warrant migration to it is the naval ammunition depot construction project at Hawthorne. Hawthorne is a very small town, and

the migration of unnecessary laborers to that area is causing a very acute housing condition. Most of these transient workers are unskilled. It may be interesting to your committee to learn that some of the reinforcing-steel workers who were employed on this project left for employment in Michigan, making it necessary to secure this type of worker from California.

We find that defense migrations are mostly through and from this State, rather than to the State. Many of our previously registered skilled workers have gone to defense industries in California, causing a shortage in Nevada and making it necessary to contact California in order to obtain skilled tradesmen for employment in Nevada.

EXHIBIT 32—CALIFORNIA

STATE OF CALIFORNIA, GOVERNOR'S OFFICE.

Sacramento, February 24, 1941.

HON. JOHN H. TOLAN,

*Member of Congress,
Washington, D. C.*

DEAR CONGRESSMAN TOLAN: I have your letter of February 9 in regard to further information on interstate migration.

I have asked the State commissioner of immigration and housing, Mr. Carey McWilliams, to send you all the information which his department has on the subjects you requested.

With my kindest personal regards.

Cordially yours,

CULBERT L. OLSON,
Governor of California.

REPORT BY CAREY MCWILLIAMS, STATE COMMISSIONER OF IMMIGRATION AND HOUSING, LOS ANGELES, CALIF.

MARCH 6, 1941.

All the reports which I have received clearly indicate that the migrant problem is entering a new phase in this State. The border count indicates that a large number of migrants entered the State in January—a number larger than for January 1939 or 1938. Although the number entering the State is increasing, the number in the rural areas seems to be decreasing. I have had an inspector in the Imperial Valley for approximately 1 month working on the labor camps. He advises me that the number of migrants in the Imperial Valley this year is approximately one-third of the number that ordinarily winter in the valley. It is pure speculation on my part, of course, as to where these people have gone, but my assumption is that they moved over the range to San Diego in connection with the national-defense program.

Reports from the San Joaquin Valley indicate that the number of applicants for relief is far below the number that have applied this season of the year in times past. To be sure, the restrictive legislation passed last year is doubtless a factor, but nevertheless this legislation was not retroactive and one must draw the inference, it seems to me, that the number of destitute migrants in the San Joaquin Valley has been reduced. This inference is confirmed by reports which have reached me from Dan Harris of the Central Labor Council in Kern County. He tells me that there has been a noticeable movement of workers both unskilled labor and in particular craftsmen, from Kern County over the range into Paso Robles and San Luis Obispo. To such an extent is this true that business interests in Bakersfield have held meetings for the purpose of determining what can be done to maintain pay rolls, etc., in the community.

You have doubtless had reports concerning the congestion in San Luis Obispo, Vallejo, Richmond, and San Diego. In the San Luis Obispo-Paso Robles area there are approximately 1,500 to 2,000 trailers and we have had our hands full trying to keep even a slight control over the situation.

All of this definitely points to the conclusion, in my judgment, that the migration which we have known in the past is nothing to the problem that we are going to encounter in the next few years, and that in general the national-defense program has given an enormous stimulation to migration. I have heard from the Northwest that substantially the same situation is true there—namely, that migrants are being sucked into the national-defense areas where they are clamoring for jobs.

LOCKHEED AIRCRAFT CORPORATION,
Burbank, Calif., March 4, 1941.

Representative JOHN H. TOLAN,
*Chairman, Special Committee Investigating the
Interstate Migration of Destitute Citizens, Washington, D. C.*

DEAR MR. TOLAN: I hope you will forgive me for not answering your letter of February 19 sooner, but I have just returned from the East and could not do so any earlier.

In response to your request for further data on defense migrations, I am enclosing two reports which may be of interest to you and your committee.

Report No. 1 is the result of a sample check made here at Lockheed on applicants in our line. You will notice in this report that 1,321 applicants, or 55 percent, will not be given further consideration for direct or immediate employment at Lockheed. However, from this number of applicants approximately 150 have been referred to the California State Department of Employment for inclusion in the defense training program. The percentages shown in this report indicating the length of residence in the State of California are compiled on the entire number of 2,420 men. However, these percentages will apply also to the 1,321 check-offs.

Report No. 2 covers the potential workers who have applied at the California State Department of Employment either direct, or have been referred by us at Lockheed. From this list the enrollment for the rivet-training classes will be drawn. Most of the statistics in report No. 2 have been compiled on a cross section of the total number of applicants; namely, 432 out of 1,495 men. However, there is a supplementary table, VIII-A, which shows the geographical source of the entire 1,495 men. I might add that the department of employment has informed me that applicants in other occupations such as professional, technical, etc., and exclusive of those applying for training, break down into approximately the same percentages, as far as length of residence in California is concerned, as those shown in the enclosed report No. 2.

You will note that the percentage of men resident in California less than 90 days in report No. 2 is 37 percent compared to 27 percent in report No. 1. You will also note that the average age of men shown on report No. 2 is approximately 22 years as compared to 29 years in report No. 1. This is an indication to us that the younger men are more inclined to migrate. We, here at Lockheed, feel a little easier about the migrant problem because of the defense training program, and we feel that the majority of the men covered by report No. 2 will be at work in the aircraft industry within a relatively short period of time.

I do not believe that the housing problem is serious and have no reason to believe that it will become so.

As you know, and as I have previously stated, there is a shortage of skilled labor, and we are continually making efforts to recruit skill. This, of course, in no way involves child labor and the factor of age is negligible.

There is considerable thought being given to the employment of women for factory work but as yet no action has been taken, and I cannot definitely say if, or when, it will be taken.

We have found in our recruiting activities that the wage rates for skilled occupations are fairly uniform in all the areas which we have entered.

I sincerely hope that this information will be of value to you. If there is anything further that I might be able to contribute, please do not hesitate to write me.

Very truly yours,

R. B. ROBERTSON,
Assistant Director, Industrial Relations.

LOCKHEED AIRCRAFT CORPORATION, REPORT No. 1

INTERDEPARTMENTAL COMMUNICATION

MARCH 3, 1941.

To: Mr. R. B. ROBERTSON.

From: Frederick H. Ward.

Subject: Analysis of the line for 1 week from February 22 to 28, inclusive.

A week's tab of the line reveals a total of 2,420 men applied. This was broken down into check-offs,¹ 1,321, or 55 percent; coded,² including renewals, 352, or 15 percent; tested,² 747, or 30 percent.

A further analysis, concerning age, indicates the following averages:

Check-offs, 29.13 years.

Coded, 28.79 years.

Tested, 29.19 years.

The overall average is 29.04. This compares properly with the average age of trainees, which is 22.02, as revealed in another report.

Review of residence factors brings out the fact that the applicants fall into the following categories:

	Percent
Less than 1 month-----	15 $\frac{1}{3}$
More than 1 month but less than 2 months-----	41 $\frac{1}{3}$
More than 2 months but less than 3 months-----	7 $\frac{2}{3}$
More than 3 months-----	72 $\frac{2}{3}$

Total ----- 100

The applicants considered qualified enough to code, or code and test, fall into the following arbitrary groupings:

	Unskilled	Skilled	Clericals and technicals
	Percent	Percent	Percent
Coded-----	28	55	17
Tested-----	33	44	23
Overall-----	30 $\frac{1}{2}$	49 $\frac{1}{2}$	20

Attention is called to the fact that many clerical applicants for Lockheed employment are female, and do not show in these figures. Also, that the majority of the applicants in the technical field flow through Mr. Halstead, rather than through the line; and, therefore, are not included in the above figures.

In determining what classifications to consider skilled and unskilled, the following general division was made:

Unskilled: Trainees, production learners, sweepers, laborers, guards, etc.

Skilled: All other classifications, except clerical.

LOCKHEED AIRCRAFT CORPORATION—REPORT No. 2

ANALYSIS OF THE SOURCE AND STRUCTURE OF POTENTIAL DEFENSE WORKERS APPLYING FOR RIVET TRAINING

The compilation of this report was actuated by our admitted need for certain specific information applying to the movement and supply of workers. In addition we felt it advisable to determine certain facts with respect to both educational and vocational background. As a result, this sample survey was conducted with the objective of gathering data that might amplify our present information in order that we could evaluate our present referral and interviewing technique.

Source.—The source of the material used for the purpose of this report has been—

¹ No further consideration for direct employment.

² Eligible for employment.

1. The Lockheed application cards that were filled out by the applicants prior to the time of referral for the examination.

2. Data appearing on application cards of workers who are registered in this office and who are applying for national-defense training.

Although information obtained as a result of rejections undoubtedly would be significant, it was not included because we are concerned only with information with respect to applicants who are potential aircraft employees.

Objective notice should be taken of the fact that no worker already qualified for employment is included in this compilation, with the result that the information manifested by this report applies only and specifically to national-defense trainees.

In preparing this report we have analyzed information appearing on 1,495 potential Lockheed applicants who applied for employment during the period of January 1, 1941, to February 25, 1941.

Tabulations.—The data appearing in this report has been tabulated in the following categories:

- I. Year of birth.
- II. State of birth.
- III. Grade completed.
- IV. Geographical area of education.
- V. Whether the applicant has had previous vocational training.
- VI. Whether the applicant has had previous work experience.
- VII. General occupational structure of the applicants.
- VIII. Areas from which potential workers are migrating to this area.
- IX. Length of California residence. This is broken down into four categories:
 - (1) 0 to 3 months local residence.
 - (2) 4 to 6 months local residence.
 - (3) 7 to 12 months local residence.
 - (4) Over 12 months local residence.

Analysis.—Manifestly the objective information compiled as a result of this report cannot be construed to be entirely valid by reason of the fact that many invalidating factors appear that may have a certain amount of negative result.

For example, we are not in position to ascertain whether migration of workers has been entirely voluntary or is the result of recruiting programs which have been undertaken in certain of the States. For that reason certain observations that might otherwise be made must of necessity be held in abeyance because this important factor is not known.

However, in spite of possible discrepancies appearing we feel that certain data appearing is highly informative and is presented in this sense.

Briefly, the most significant facts that present themselves are—

1. In excess of 50 percent of the applicants have completed at least 12 years of formal education.

2. Fifty percent of the applicants have had previous vocational training, while on the other hand 69 percent of the applicants have had previous work experience.

3. Thirty-seven percent of the applicants are individuals who have been in this area less than 3 months.

Nine percent have been in this area from 4 to 6 months.

Five percent have been in this area from 7 to 12 months.

Forty-nine percent have been in this area over 12 months.

Average age, 22.02.

TABLE I.—Year of birth

1923-----	9	1913-----	17
1922-----	49	1912-----	16
1921-----	77	1911-----	11
1920-----	46	1910-----	9
1919-----	49	1909-----	4
1918-----	27	1908-----	4
1917-----	36	1907-----	1
1916-----	32		
1915-----	20		
1914-----	23	Total-----	432

TABLE II.—*State of birth*

Alaska.....	1	New York.....	11
Arizona.....	3	North Carolina.....	3
Arkansas.....	3	North Dakota.....	7
California.....	53	Ohio.....	11
Colorado.....	22	Oklahoma.....	27
Georgia.....	1	Oregon.....	5
Idaho.....	15	Pennsylvania.....	11
Illinois.....	26	Rhode Island.....	3
Indiana.....	12	South Carolina.....	2
Iowa.....	26	South Dakota.....	9
Kansas.....	18	Tennessee.....	1
Kentucky.....	1	Texas.....	19
Massachusetts.....	2	Utah.....	21
Michigan.....	6	Vermont.....	2
Minnesota.....	25	Washington.....	6
Mississippi.....	2	West Virginia.....	3
Missouri.....	17	Wisconsin.....	8
Montana.....	6	Wyoming.....	4
Nebraska.....	25	Canada.....	1
Nevada.....	4	Russia.....	1
New Jersey.....	4		
New Mexico.....	4	Total.....	432

TABLE III.—*Grade completed*

Seventh.....	1	Thirteenth.....	30
Eighth.....	23	Fourteenth.....	19
Ninth.....	27	Fifteenth.....	6
Tenth.....	37	Sixteenth.....	1
Eleventh.....	63		
Twelfth.....	224	Total.....	432

TABLE IV.—*Geographical area of education*

Arizona.....	1	New Hampshire.....	2
Arkansas.....	5	New Jersey.....	1
California.....	174	New Mexico.....	2
Colorado.....	27	New York.....	6
Connecticut.....	1	North Dakota.....	8
Georgia.....	1	Ohio.....	7
Idaho.....	12	Oklahoma.....	12
Illinois.....	14	Oregon.....	1
Indiana.....	8	Pennsylvania.....	6
Iowa.....	15	South Carolina.....	2
Kansas.....	21	South Dakota.....	3
Kentucky.....	1	Tennessee.....	1
Louisiana.....	1	Texas.....	10
Maryland.....	1	Utah.....	7
Massachusetts.....	2	Washington.....	4
Michigan.....	5	West Virginia.....	1
Minnesota.....	22	Wisconsin.....	5
Mississippi.....	1	Wyoming.....	4
Missouri.....	10	Canada.....	2
Montana.....	6		
Nebraska.....	17	Total.....	432
Nevada.....	3		

TABLE V.—*Previous vocational training*

Yes	214
No	218

TABLE VI.—*Previous work experience*

Yes	300
No	132

TABLE VII.—*Occupational structure of applicants*

Occupations based on work experience:		Occupations based on vocational training:	
Professional and managerial	14	Clerical and kindred	31
Clerical and sales	32	Service	8
Service	10	Agricultural, horticultural, and kindred	9
Agricultural, fishery, forestry, and kindred	11	Semiskilled	100
Skilled	42	Unskilled	51
Semiskilled	98		
Unskilled	26	Total	432

TABLE VIII.—*Source of applicants by geographical distribution*

Arizona	2	New Hampshire	1
Arkansas	2	New Mexico	5
California	213	New York	6
Colorado	23	North Dakota	6
Connecticut	2	Ohio	1
Georgia	2	Oklahoma	7
Idaho	12	Oregon	2
Illinois	13	Pennsylvania	2
Indiana	2	South Carolina	1
Iowa	14	South Dakota	4
Kansas	15	Texas	6
Louisiana	2	Utah	5
Massachusetts	2	Washington	6
Michigan	3	West Virginia	1
Minnesota	22	Wisconsin	3
Missouri	10	Wyoming	2
Mississippi	1	Canada	1
Montana	5		
Nebraska	23	Total	432
Nevada	2		

TABLE VIII-A.—*Source of applicants by geographical distribution*

(Supplemented by workers applying at Lockheed Personnel Office)

Alabama	1	Massachusetts	6
Arizona	15	Michigan	17
Arkansas	5	Minnesota	56
California	847	Mississippi	1
Colorado	47	Missouri	30
Connecticut	3	Montana	14
District of Columbia	2	Nebraska	42
Florida	2	Nevada	3
Georgia	3	New Hampshire	1
Idaho	25	New Jersey	4
Illinois	44	New Mexico	8
Indiana	12	New York	32
Iowa	32	North Carolina	1
Kansas	49	North Dakota	16
Kentucky	1	Ohio	16
Louisiana	5	Oklahoma	31
Maine	2	Oregon	8

TABLE VIII-A.—*Source of applicants by geographical distribution—Continued*

Pennsylvania-----	10	West Virginia-----	2
South Carolina-----	4	Wisconsin-----	10
South Dakota-----	11	Wyoming-----	11
Texas-----	24	Canada-----	2
Utah-----	20		
Vermont-----	1	Total-----	1,495
Washington-----	19		

TABLE IX.—*Length of local residence*

0 to 3 months-----	155
4 to 6 months-----	42
7 to 12 months-----	22
Over 12 months-----	213
Total -----	432

LABOR REQUIREMENTS IN THE SAN FRANCISCO-OAKLAND AREA

Studies of labor requirements in the San Francisco-Oakland area are still in progress. The following information has been received from the Bureau of Employment Security and from the San Francisco representative of the United States Office of Education.

It is estimated that 30,000 additional workers will be needed in the San Francisco-Oakland area by March 1942. This estimate appears to us to be conservative.

It is further estimated that about 20,000 of these workers will have to be brought in from outside of the commuting area while about 10,000 will be available locally.

EXHIBIT 33—OREGON

REPORT BY L. C. STOLL, STATE DIRECTOR, OREGON UNEMPLOYMENT COMPENSATION COMMISSION AND OREGON STATE EMPLOYMENT SERVICE, SALEM, OREG.

MARCH 7, 1941.

There is no question that there are five major contributing factors which, if continued, will create a serious problem of housing, health, and education in local communities in the Northwest. It is important that your committee recognizes that the principal expenditures of money in the defense program at the present time are either for plant expansion or new construction of plants. The real problem will come when the defense contracts are actually in operation by employers.

(1) *Publicity.*—The first major contributing cause to the present migration is publicity. Local newspapers, chambers of commerce, and releases from Washington almost universally throughout the State are playing up the fact that thousands of workers will be needed in the defense program in both Oregon and Washington. The truth is that in Oregon, based upon a complete census of unemployed persons, employed persons working out of their skills, and persons working in their skills in defense industries, it has been shown that there will be no labor shortages.

I realize that it is extremely hard to convince the newspapers to stop playing up this type of publicity, but, nevertheless, it is a contributing cause to the migration of persons into Oregon.

(2) *Letting of contracts.*—In the plant expansion and construction of new plants the fact that many of the contracts are allotted to construction firms outside of the State of Oregon is another main contributing factor to the migration of workers to the State. In the State of Oregon, without exception, on all

contracts, whether union or nonunion, the labor is hired through the Oregon State Employment Service. Because of this practice we have never had any difficulty or delay in any contract by the use of our local help. Whenever a contract is let to a middle western contractor, not only the supervisory force, but hundreds of workers are told that the company's next contract will be in Oregon and the skilled workers start filtering in 60 to 90 days before the contract is actually let regardless of whether there is a labor shortage in Oregon or not. It is difficult to place these persons on the contracts as it is a policy of the employment service to always take care of local help first. I believe that this indiscriminate letting of contracts to outside contractors should be brought before the Defense Council.

(3) *Subcontracting.*—The migration within the State does become a real problem because of publicity and tends to congregate persons in the main industrial centers of the State. If it were possible to sublet contracts to the smaller industrial plants, such as machine shops, throughout the State, the skilled workers would then remain in their own localities and not migrate to the larger cities.

(4) *Wage differentials.*—In both the construction industry and shipbuilding the wage differential between the east coast and the west coast is approximately 25 cents. There is no question that this has a very material relationship to the migration of workers from out of State. This is also true of the workers on the Pacific coast, who will migrate from the navy yards at Mare Island and Bremerton to the private yards because of the approximate 15-cent difference per hour in the wage scales.

Stabilization of wage scales on the Pacific coast and, if possible, on a national scale would without question materially lessen the migration of workers.

(5) *Inventory of labor.*—We believe that the most stabilizing influence to stop migration of labor within the State has been the census of unemployed persons, of persons working out of their trades or in their trades. The publicity and instructions given these persons when the census was taken was that no one would be called until actual jobs existed in their classification. For a 3-month period through radio publicity, local committees, and local communities, all persons were urged not to leave their local communities until the employment service had jobs for them. Governor Sprague, the State advisory board, and the employment service officials feel that this had much to do with preventing the migration of labor within the State.

I would appreciate your considering this as a preliminary report, as we have under way factual data regarding actual numbers of migrants being collected by all of our local offices.

NEWSPAPER PUBLICITY

[This exhibit, which has been entered in the committee's files, is a clipping from the Portland Oregonian, dated January 28, 1941. The story, run under a four-column headline reading, "Portland's Shipbuilding Opens Way to New Jobs," is accompanied by a photograph showing shipyards lighted for night work. The shipyard, however, is identified in the caption as that of the Bethlehem Shipbuilding Co. in Baltimore. "Very soon," the caption reads, "the Portland water front will blaze with light as new shipyards swing into 24-hour-a-day production schedules * * *." The story, "first of a series of articles discussing Portland's part in the national-defense construction program in terms of jobs," points out that national-defense contracts for Portland, "now exceeding \$100,000,000 awarded or pending, are having a significant effect upon the labor market and promise an even more optimistic future * * *. Already defense work has created hundreds of jobs. All agencies agree that unemployment is shrinking rapidly * * *. The employment boom everyone expects is not yet here, but it is on the way. Where hundreds of men have gone to work now, thousands should hear the welcome call in ensuing months." The article concludes with a list of the major shipbuilding projects.]

UNEMPLOYED MIGRANTS WHO HAVE FILED CLAIMS FOR UNEMPLOYMENT COMPENSATION IN OREGON AND MIGRATION FROM OREGON TO OTHER STATES

Table I shows in detail the number of multi-State claims, both initial and continued, filed in Oregon during the last 4 months by newcomers to Oregon against the State in which their wage credits were earned. Distribution is by city in Oregon where the unemployed immigrants filed their claims.

The total of 5,188 initial claims is significant because it is a minimum figure of unemployed immigrants. Without doubt, other unemployed moved into Oregon who had previously exhausted their benefit rights, who did not have sufficient earnings for a valid claim, or who were not working in subject employment in the other States.

The continued claims, total 31,001, show that many filed their initial claims in their own State and moved to Oregon to continue their claims. This fact is apparent because the ratio of initial to continued, 1-6, is slightly larger than would be expected during a period of 4 months.

Table II is for the same period as table I, but distribution is by State in which claimants earned the wage credits. As expected, the largest numbers came from adjoining States, but a change in pattern is noticeable in comparison of Washington with California. While totals for the period from both States are almost equal, the monthly totals vary and are somewhat contrary to other monthly totals and indicate an increased migration from Washington.

Table III is a summary of the data in tables I and II distributed by adjoining States and "others." This table shows that Oregon received at least 5,188 unemployed immigrants from other States and lost 3,728 by emigration to other States, or a net gain of at least 1,460 unemployed.

Table IV is a summary of initial claims distributed by the corresponding months of 1939 and 1940. Oregon during these 4 months gained 4,415 unemployed immigrants while losing 3,035 to other States, or a net gain of 1,380 unemployed.

A comparison of tables III and IV shows that while Oregon at present is making a net gain of only slightly more than a year ago, the volume of movement each way is about 25 percent greater.

TABLE I.—Summary of multi-State claims activities, Oregon as agent State

(Four months, November 1940 to February 1941)

Local office	November 1940		December 1940		January 1941		February 1941		Four months' total	
	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued
State total.....	1, 195	5, 694	1, 447	7, 100	1, 601	9, 592	945	8, 615	5, 188	31, 001
Portland.....	521	2, 269	670	2, 688	675	3, 864	427	3, 209	2, 293	12, 030
Astoria.....	33	115	31	163	47	346	10	191	121	815
Hood River.....	22	80	15	108	23	165	7	101	67	454
McMinnville.....	16	97	16	128	20	92	6	136	58	453
Oregon City.....	32	153	47	210	23	219	24	231	126	813
Tillamook.....	9	52	11	63	7	50	6	63	33	228
Salem.....	50	325	58	379	67	416	37	355	212	1, 475
Albany.....	28	157	29	196	24	205	20	163	101	721
Corvallis.....	22	101	14	130	21	149	9	113	66	493
Newport.....	11	78	10	99	4	78	8	76	33	331
Eugene.....	70	494	78	539	83	576	49	505	280	2, 114
Roseburg.....	13	103	12	111	23	158	11	149	59	521
Cottage Grove.....	6	50	15	81	9	90	12	94	42	315
Medford.....	88	494	124	664	165	1, 067	69	981	446	3, 206
The Dalles.....	13	12	10	31	9	66	5	59	37	168
Klamath Falls.....	121	449	40	248	53	260	26	391	240	1, 348
Marshfield.....	49	223	152	630	202	930	103	937	506	2, 720
Bend.....	14	102	19	99	37	161	27	122	97	484
Pendleton.....	21	90	27	160	35	203	32	196	115	649
La Grande.....	20	84	8	111	16	138	15	150	59	483
Ontario.....	29	86	37	154	42	239	25	241	133	720
Baker.....	7	80	24	108	16	120	17	152	64	460

TABLE II.—Summary of multistate claims activities, Oregon as agent State

[4 months, November 1940 to February 1941]

State	November 1940		December 1940		January 1941		February 1941		Four months' total	
	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued	Initial	Con- tinued
State total.....	1, 195	5, 694	1, 447	7, 100	1, 601	9, 592	945	8, 615	5, 188	31, 001
Alabama.....		8	1	12		10		8	1	38
Alaska.....	23	83	24	99	39	181	17	180	103	543
Arizona.....	9	60	13	75	9	81	10	63	41	279
Arkansas.....	4	16	3	11	4	16	4	16	15	59
California.....	406	2, 300	448	2, 628	613	3, 495	320	3, 464	1, 787	11, 886
Colorado.....	18	139	26	163	23	173	23	132	90	607
Connecticut.....							1	1	1	1
Delaware.....					1			3	1	3
District of Columbia.....		4	2	9		11		5	2	29
Florida.....	10	16		28	1	23	1	16	12	83
Georgia.....	1			5	2	8		6	3	19
Hawaii.....	1	5		4	1	2		4	2	15
Idaho.....	92	296	79	397	124	556	69	536	364	1, 785
Illinois.....	14	99	8	89	12	103	10	87	44	378
Indiana.....	3	18	3	23	3	16	1	22	10	79
Iowa.....	13	56	9	93	26	95	4	83	52	327
Kansas.....	6	60	10	64	6	67	8	42	30	233
Kentucky.....		3	1	4		4		5	1	16
Louisiana.....		10		4	1	3		4	1	21
Maine.....	1	2		4		5		3	1	15
Maryland.....			1	1					1	1
Massachusetts.....	1	13	5	10	2	14		7	8	44
Michigan.....	5	44	4	27	2	27	1	19	12	117
Minnesota.....	15	77	14	96	20	112	16	109	65	394
Mississippi.....	1	2		4		5	3	15	4	26
Missouri.....	7	74	10	61	16	79	9	59	42	273
Montana.....	44	274	40	249	76	325	53	348	213	1, 196
Nebraska.....	23	88	13	106	29	165	18	152	83	511
Nevada.....	16	74	20	116	24	171	14	148	74	599
New Hampshire.....	2			4		4		4	2	12
New Jersey.....	4	9	1	9		9	1	5	6	32
New Mexico.....	5	20	9	26	4	54	1	29	19	129
New York.....	13	82	5	61	14	61	3	59	35	263
North Carolina.....		4		5	1	8	1	2	2	19
North Dakota.....	16	42	15	64	19	67	11	95	61	268
Ohio.....	3	19	3	29	3	36	1	33	10	117
Oklahoma.....	4	46	4	36	6	32	6	27	20	141
Pennsylvania.....	2	3	1	4	1	6	2	11	6	24
Rhode Island.....	1	6		6		2			1	14
South Carolina.....			1					1	1	1
South Dakota.....	8	27	9	41	12	68	7	64	36	200
Tennessee.....	1	4	3	1			1		5	5
Texas.....	7	62	4	42	7	25	5	16	23	145
Utah.....	12	45	12	66	14	78	12	60	50	249
Vermont.....										
Virginia.....		4	1	2					1	6
Washington.....	385	1, 408	630	2, 235	465	3, 290	295	2, 557	1, 775	9, 490
West Virginia.....	1	7		5		7	1		2	19
Wisconsin.....	3	18	2	15	5	17	5	20	15	70
Wyoming.....	15	67	13	67	16	81	11	95	55	310

TABLE III.—Comparison of multistate claims received as agent and liable State

[4 months, November 1940 to February 1941]

Filed against or received from—	Initial claims— Oregon as—	
	Liable State	Agent State
Washington.....	1, 336	1, 775
California.....	1, 253	1, 787
Idaho.....	260	364
Alaska.....	17	103
Others.....	862	1, 159
Total.....	3, 728	5, 188

TABLE IV.—Comparison of multistate claims received as agent and liable State

[4 months, November 1939 to February 1940]

	Initial claims— Oregon as—	
	Liable State	Agent State
November 1939.....	329	871
December 1939.....	596	1,155
January.....	1,440	1,527
February 1940.....	670	862
Total.....	3,035	4,415

HOUSING CONDITIONS

Portland.—Housing facilities in Portland appear to be adequate for the present working population, but a survey recently conducted by Frank L. McGuire (one of Portland's largest real-estate dealers) reveals that Portland is approaching a housing shortage. In June 1940 a survey conducted by the Portland Realty Board, in cooperation with the Post Office Department, showed that of 73,586 residence structures only 1,856 were vacant. A review of the apartment-house situation reveals a stringency of small 1- or 2-room furnished apartments. On January 15, 1941, a survey of 5,000 apartment units by the Oregon Apartment Home Association showed a vacancy of 6.1 percent. Most of these vacancies were in the large 4- and 5-room unfurnished type with average rentals of \$40 to \$45. A number of individual real-estate agents were contacted for the purpose of obtaining some indication of housing facilities. Each agent reported a large demand for rentals which they were unable to fill because of shortage and because of the fact that the type of dwellings available were not suited to the average wage earner. In his recent survey Frank L. McGuire estimated only about 400 houses for rent.

There are several larger apartment houses now being constructed in Portland. Two apartment dwellings, one of 92 and the other of 42 units, will be completed within a short time.

During the last 18 months the number of permits for new residences has averaged approximately 100 per month. In addition, a number of new residences are being built outside the city limits.

The housing situation in Vancouver, Wash., shows some stringency, but this has not reached the acute stage. Residential-building construction is going on at a fairly rapid pace. The Home Building Co., of Vancouver, has acquired property and has started construction on the first 10 of 200 homes to be built by this company. The completed residential units will sell for from \$3,500 to \$3,750 each. Plans are in the course of development to construct 60 or more additional houses which may be placed on the rental market when completed.

Residence building permits issued in Portland, Oreg.

June 1, 1939, to May 30, 1940.....	1,225
June 1940.....	109
July.....	97
August.....	132
September.....	98
October.....	92
November.....	105
December.....	65
January 1941.....	113

Hermiston.—The most acute condition is in Hermiston, which is approximately 40 miles from Pendleton and 5 miles from the Hermiston ammunition depot. This depot is a \$7,800,000 contract, awarded to A. Tertelling & Sons, for construction of 750 underground igloos for the storage of ammunition. Included in the program is 30 miles of railroad, new roads, etc.

Approximately 400 families have migrated into this territory in which there are no housing, no recreational facilities, and no sanitary arrangements.

There will be no shortage of labor on this project and it will not be possible to absorb these migratory families. It is anticipated that an acute school and housing condition will arise in this area.

Pendleton.—The new Pendleton airport for \$1,300,000 is a permanent type of airport. Approximately 2,000 families will be permanently located in Pendleton but will not cause an acute housing condition as the city of Pendleton is building approximately \$500,000 worth of houses to take care of the situation.

CLASSIFICATION BREAK-DOWN OF PORTLAND AREA

New registrations in the Portland office for November, December, January, and February total 12,732. Of this group 1,693 or 13.3 percent have migrated into the Portland area within the last 6 months.

The attached occupational classifications are self-explanatory. These are a spot check of 100 of the 1,693 persons.

In the Portland office during January and February of 1941, 1,081 multi-State claims were filed. A check of 100 of these reveals classifications as follows:

Code	Occupational classification	Number	Code	Occupational classification	Number
0-02.11	Actor	1	5-94.140	Foreman, railroad construction	1
0-24.12	Musician	1			
0-43.30	Display man	1	6-00/B	Learn machine operation	1
1-05.01	Clerk, general office	2	6-04.130	Operator fish-dressing machine	1
1-38.01	Clerk, stock	1			
1-55.40	Solicitor	1	6-29.010	Log scaler	1
1-70.10	Sales clerk	1	6-30.140	Faller	6
1-75.44	Sales person, furniture	1	6-30.350	Rigger, second	1
1-75.71	Sales person, general	1	6-31.410	Edgerman	1
1-85.22	Salesman, food (wholesale)	1	6-85.060	Spot welder	1
1-86.28	Salesman, foundry and machine products	1	7-23.030	Bulldozer operator	2
			7-32.311	Pipe layer	1
2-21.10	Bartender	2	7-36.220	Dump-truck driver	2
2-24.51	Houseman	1	7-36.240	Trailer-truck driver	1
2-26.32	Cook	1	7-36.250	Heavy-truck driver	1
2-26.33	Cook, short order	1	7-36.260	Light-truck driver	1
2-26.51	Cook, camp	4	7-36.510	Tractor operator	3
2-27.61	Soda dispenser	1	7-44.020	Switch tender	1
2-29.71	Kitchen helper	1	7-60.500	Gasoline-station attendant	1
2-40.21	Concession attendant	1	7-75.050	Rotary-driller helper	1
2-44.10	Camp attendant	1	7-88.470	Lumber-carrier driver	1
3-15.21	Farm hand, fruit	1	7-99.040	Welder apprentice	1
4-01.100	Baker	1	8-00/A	Light physical effort	1
4-05.211	Candy maker	1	8-00/B	Heavy and light physical effort	1
4-30.320	Rigger, logging	1			
4-35.720	Upholsterer	1	8-02.10	Laborer, process (bakery)	1
4-78.513	Surface-grinder operator	1	8-04.10	Laborer, process (canning and preserving)	1
4-86.010	Blacksmith	1			
5-21.020	Miner	1	8-30.10	Laborer, logging	3
5-24.210	Stonemason	1	8-39.14	Laborer, process (wood box)	1
5-25.110	Carpenter, construction	2	9-05.51	Laborer, ship and boat-building	1
5-30.010	Pipe fitter	2	9-32.21	Laborer, building construction	5
5-30.410	Steam fitter	2			
5-44.010	Switchman	1	9-32.31	Laborer, highway construction	3
5-57.610	Fur cleaner	1			
5-58.100	Butcher	1	9-32.41	Laborer, railroad	3
5-72.210	Diesel engine operator (stationary)	1	9-32.45	Laborer, river and harbor	1
			9-64.11	Laborer, pulp and paper	1
5-73.210	Power-shovel operator	2			
5-74.010	Blaster, construction	1	Total		100
5-91.021	Foreman, canning and preserving	1			
5-91.401	Foreman, logging	1			

REPORT BY WALTER A. DUFFY, REGIONAL DIRECTOR, FARM SECURITY ADMINISTRATION, PORTLAND, OREG.

MARCH 4, 1941.

A report has been prepared by Mr. George Herington, labor relations representative, Farm Security Administration, following a rapid survey in the Puget Sound and Portland areas. It includes also a compilation of certain other data which are at hand.

This report shows:

1. There is a strong demand for skilled labor in defense employment centers and at the present time ready employment opportunities for qualified men.

2. There is a strong demand for semiskilled labor, with an approximately adequate supply.

3. There has been a rather heavy migration, as yet unassimilated, of unskilled workers to points of defense-construction activity. Since August 1, 1940, approximately 20,000 out-of-town applicants for work have checked in at the Seattle State Employment Office for work in the Puget Sound area. This averages about 3,000 per month, but the migration is increasing, since the registration rate is now running at approximately 4,000 per month in the Seattle office. The Portland and Seattle areas combined show present registrations of out-of-town applicants for work at the rate of about 5,000 per month. The total registrations since August 1, 1940, are approximately 25,000 to 27,000 persons, after allowing for probable duplications of the registrants who have contacted both places.

4. In these employment centers there are approximately 15,000 to 20,000 employable persons still unemployed.

5. During the last year there has been a reduction in the State of Washington of approximately 25 percent of the unemployed group qualified for W. P. A. employment or at work on W. P. A., 54-percent reduction in 2 years past.

6. Defense works contemplated in Oregon and Washington involve a prospective expansion of about 35,000 to 40,000 men to be employed, over and above those now employed in northwest defense construction centers.

Attention is called to predominant demand for skilled and semiskilled labor, the necessity of applied vocational training, first, to fill demand; second, to transform available supply to usefully filling the demand.

In addition to the above information, Mr. Herington's report gives in detail a considerable array of information and impressions which were noted during this rapid survey.

Supplementing the material which we are transmitting to you today, this office will summarize reports from rural rehabilitation supervisors in the Northwest covering certain aspects of removal and migration of farm families in the various communities of this region.

MEMORANDUM ON LABOR MIGRATION INDUCED BY DEFENSE PROGRAM IN PACIFIC NORTHWEST, BY G. B. HERINGTON, LABOR RELATIONS REPRESENTATIVE, FARM SECURITY ADMINISTRATION, PORTLAND, OREG.

DEAR MR. DUFFY: Following our conversation on the 25th, concerning Congressman Tolan's request for information on labor migration in relation to defense developments cited above, I went on February 26 to Puget Sound points in order to bring up to date certain fundamental figures involved in the whole subject. In the time available it was possible to make a general check, something of a "horseback" survey, but I believe the data herein presented will give a fairly clear picture of the present situation and something of its direction and forward course. The whole subject matter is in rapid motion, is changing daily. This report will undertake to correlate several factors which come within the province of Farm Security interest as to the background of construction and production activity in its present and its projected scope, in Alaska, Puget Sound, and the Oregon areas. It is bound by circumstances of time and coverage possible to be very much less than a detailed report, but it will at least block out the perspective of the situation.

SKILLED LABOR

There is a strong demand for an increasing use of, and a bare supply of, thoroughly trained and skilled mechanics and operatives of the construction group, who are now, will for some time yet continue to be, required in work incident to the provision of facilities for production as well as for Army and Navy housing, training, and service requirements. A bare supply of journeyman-quality production craftsmen is available, more are being trained, more training provision is being developed. The production group is in some cases on an overtime status

already, and the situation of premium offerings for skilled workmen is impending, if not already started. Interstate clearances are in effect and are being administered by the employment service. Training and provisional promotion of already developed helpers is noticeable. Production peak is expected in metal operations by employment service and check by the metal-trades unions on work now in sight, as due about February 1942. Skilled mechanics in production operations will continue to increase in number needed as the construction group of mechanics diminish in demand. Such a crossing point of the labor-use curves of the two tendencies will hardly be reached before September or October on the presently outlined program of work to be done.

Around 30 to 35 percent of the construction group of skilled trades now working in the Puget Sound area is composed of men from other localities who are working under "permits" from the local unions running from \$1 to \$1.50 per day. Construction wage scales in Puget Sound area run from 25 to 50 percent above those in many areas within 700 miles of Puget Sound. The area from the boundary south to below Portland is one in which organized labor is thoroughly recognized, scales and working conditions are definitely and in detail established. Local men in an organized-labor concentration who seek union membership are generally expected to show their quality as mechanics and may thereupon attain membership on full or installment payment of initiation. Skilled men from other localities, supplying by migration a demand for force beyond that locally available, are not being offered membership, are given permits, are expected to go home when the surplus above resident force demand is passed. Carpenters, for example, receive \$1.50 per hour in the Sound area. In Walla Walla, 300 miles away, the established scale is \$1; in Portland, 200 miles away, \$1.25 is now the scale. A carpenter from Walla Walla, working in Puget Sound area, will be able to work every day and can make \$20 to \$25 more per week than at home—pays a permit fee of \$1 or \$1.50 per week to the concerned Puget Sound union, which, after all, was instrumental in building up the local wage conditions, and apparently does not wish to be overloaded in its organization when the slump in demand ultimately occurs.

There is every reason on examination of present plans to expect that skilled journeymen will be available from one source or another for all force demanded, both in construction and in production. I will discuss tendencies in training programs later on.

SEMISKILLED LABOR

The supply is about even with the demand, and there is always present a supply of intelligent and available men in the upper qualities group of unskilled men to fill in from the bottom as the demand for more trade helpers fans out demand in a closely direct proportion to the expanding use of skilled men, both in construction and production activities. There is a very great difference in the "tool and material helper" type of work, in its relation to all types of skilled work, than in the various groupings of work using unskilled workers.

In one shipyard when activity was resumed in an already established and nonobsolete plant, trained journeymen were selected as a nucleus. To certain of these skilled men a selected group of seemingly competent helpers was assigned, and by the time 3 of 9 ships were fabricated and launched these helpers had been trained to a pretty sound part-trade, journeyman status; 2 more are on the ways, and 4 more yet to build; the yard's labor turn-over is now astoundingly low. They run a crew of from 1,100 to 1,500 men and now have trained man capacity to take on several additional vessels for which contracts are under negotiation, without upset of regular force, by repeating in part the original expansion training program. They were busy at an earlier date, however, than yards now under construction for handling even larger contracts.

UNSKILLED LABOR

In this grouping there is a strong and as yet unassimilated migration. In Seattle alone over 20,000 out-of-town unskilled immigrants have checked in at the State employment office in the 7 months since August 1, 1940. This is an average of around 3,000 per month but are now checking in at a rate of over 4,000 per month. It is safe to say nearly all such persons do finally check in at this agency, and this may be taken as a pretty fair index of the volume. They are coming in

from everywhere but predominantly from within the northern and west slope States. There is a less extensive but similar origin group reporting in at the Portland area employment offices. Lack of present demand at Portland is the same as at Puget Sound offices, and it is probable a majority of the same people are represented in the current figure of 4,000 per month.

The volume of unskilled people on the move now runs perhaps just below 5,000 per month in the two areas of initiated and accelerating industrial and defense development and represents an accumulation of nearly 25,000 to 28,000 persons presenting themselves since August 1, into the potential industrial renaissance areas of the Pacific Northwest.

From this reservoir of unskilled labor the consensus of opinion seems to warrant an assumption of 15,000 to 20,000 as still unemployed, but with perhaps a little occasional work having been found by most of them, as no such proportional reflection in total welfare demand is noticeable.

Much welfare load has disappeared in the employment and occupation at a point above bare subsistence earnings of local employables who were on relief and totals of former figures have not been correspondingly reduced, leaving an assumption as presentable that the influx has absorbed some of the slack gained from the expressed load of former peaks.

In the whole State of Washington 1 year ago, there was a total of 4,260 employable persons awaiting Work Projects Administration assignment, plus 32,241 working; total, 36,501. Today 2,648 await assignment, with 24,863 working; thus 27,511, a reduction of 25 percent in 1 year, and further comparable against a total of 59,000 such 2 years ago, a reduction of nearly 54 percent in 2 years. This is not all of the substance of this factor, however.

WORK PROJECTS ADMINISTRATION ANALYSIS

Work Projects Administration has made recently an analysis of this remaining group. It will be available in all detail this month, about March 15, I am told. A part of this is reflected in certain preliminary King and Kitsap County, Wash., figures (within which counties Seattle and Bremerton are located and adjacent), which show that within 1 year the average age of employed persons, plus employables awaiting work assignment, rose from 42 to 46 years. This and previous Work Projects Administration figures also include certified women workers.

The load expressed in the above State figures will be found to be less in the industrial counties, i. e., in less proportion to total employable population, than in the less industrialized counties. All of which shows from one angle of vision that the local resident and potentially employable skilled, semiskilled, and unskilled persons formerly on relief have been put to work in industry in a very large volume.

The Work Projects Administration has many able men of even high journeyman attainment in their past but who have become, with advancing age and through other handicaps, of less than competitive journeyman status through slowing up, though still able to do well and to deliver good work as ever, but they cannot deliver it at that competitive rate of delivery which is expected as a minimum standard from journeymen in the generally more active journeyman age brackets, say between 22 to 50 years of age, as demanded by employers, themselves competitively engaged. In unskilled and semiskilled grades the same and other factors continue to hold certain men within the scope of the Work Projects Administration responsibilities for employment.

The question of when or if at all this present surplus of migratory unskilled labor may become absorbed in whole or in part is not altogether beyond reasonable speculation from known factors. Systematic observations of migratory labor engaged in agriculture, in Farm Security Administration camps of region XI [region XI, Farm Security Administration, Oregon, Washington, Idaho] during 1940, involving 5,326 registered families, show that 83.4 percent of heads of these families were under 50 years of age, 58.0 percent were under 40, 45.7 percent were under 35 years of age. There is unquestionably a very large proportion of the same group of 1940 seasonal agricultural workers in the stream of unskilled migratory applicants for presently developing defense-industry work. This positive check on age grouping of so large a sample may be well taken as reasonably indicative of the age grouping of the larger group noted as now present: 45 to 50 percent of these may readily be assumed as part trade trainable.

AIMS OF INDUSTRIAL TRAINING

Industrial training to be undertaken of available men under 35, limited as it will need to be to those of such a group who are naturally intelligent, diligent, and perhaps mechanically inclined, may well be considered as a solution in part of the following elements of the current and developing situation:

1. To supply a measurable demand for "part trade" mechanics on production-line method occupational classifications.

2. To supply a source of mechanical trade helpers proportional to above.

3. To give many otherwise disestablished but willing men a chance to make a stake with which to reestablish themselves and remove themselves, permanently, from seasonal agriculture casual labor market, now an overpopulated and somewhat hopeless form of existence.

4. As one aid in restoring the loss during the last 10 years of journeymen-quality mechanic population having competitive output status.¹

The prospect of work to become available for any great number of these now unskilled migratory and hopeful men who find their services now unmarketable is nearly all bounded by the completion of the construction stage in each industry or facility. The construction stage is now occupied by the skilled construction group, resident and permittees, established helpers of such trades, and a very small proportion of working unskilled men. A rough survey and laying out of the timing of successive construction operations with progressive labor demand timing indicates that present heavy concentrations of force as at Fort Lewis will rapidly become more scattered and be broken down into smaller groups working on construction of many projects in many places without much slacking off in total force engaged until the late fall of 1941.

The mechanic trades and helpers in construction will undoubtedly and rapidly become more mobile in supplying force within the three States and Alaska. There is not much chance here for unskilled men. As an example of employment market in production, however, we may note certain examples:

Seattle and vicinity.—Boeing Aircraft: Now (February 27) employs 10,616 men, of whom about 2,400 are technical and office men, 8,200 industrial mechanics, etc. Expects to add as current new facilities are completed during 6 months ahead some 8,000 or more production workers. Shipyards, production, from 1,600 (February 27) to 10,600 in January and February 1942.

Bremerton Navy Yard: February 28, 5,868 journeyman mechanics; February 28, 3,944 helpers to unskilled; February 28, 2,000 about office and technical vocational night school; 600 to 700 attending, 50 percent new, 50 percent refresher courses; total training program contacts about 2,000 men. Three years' full training accepted for journeyman wage—fourth year at tools to earn journeyman classification rating; 79 occupations. Age limit raised recently from 50 to 62 years for shipfitters, etc. Supplemental civil-service process of employment. Scales around 10 percent below Seattle scales. May perhaps increase force 70 to 100 percent by January.

As production in line advances the 526 subcontract, defense-work classification shops in Seattle area above who are in constant touch with employment service will perhaps add about eight to ten thousand journeymen.

PORTLAND AREA

Portland area, with 35 hulls and fittings under contract, more to come—will use in shipyards, after May, from zero increasing to a total of 12,000 production men by February. Now using about 2,000 men on subcontract defense production lines, about 1,800 men on naval contracts—reconditioning of transports and small tenders. Lumber—normal one-shift output, annual capacity 6 to 7 billion feet board measure. Now cutting on west slope at rate of 8.2 billion feet per

¹ Since 1930 there has been little new blood entered in most of the normal journeymen trades. The rate of obsolescence has continued undiminished for 10 years as to the total journeyman population. From ages 22 to 55—33 years is perhaps an average of the approximate span of competitive full-force output capacity of journeyman mechanics; 10 years of cumulative nonaccretion plus the 10 years of cumulative obsolescence accounts, roughly, for about 20/33, or over one-half at least of the journeyman-mechanic population available in 1930. This will vary among different trades considerably but is here noted merely as an indicative rule-of-thumb formula in explanation of a notably evident condition.

year, largely 2-shift—will hardly increase much further. Largely unionized. Men may work 2 weeks to 1 month before union membership required as per union contracts. Pick-up has used up former men who were for some years unemployed or on rotated shifts, logging output must increase, as surplus of available logs is by now becoming less and more scarce account mud in the woods. Probably use 2,000 to 3,000 more men as summer advances; however, of these but few can be unskilled. Mills cutting direct to orders, not stocking for inventory, thus using and will use less new unskilled men than heretofore. Tacoma, lumber and veneer plants at capacity, otherwise included in above Seattle and vicinity summary. Small scattered mills coming into operation may be able to break in some unemployed unskilled men, estimated roughly at 1,000 for Oregon and Washington. Most Idaho pine lumbering is nonwinter work. There may be some new men, unskilled wanted, but scattered not many. The normal off-season habit of employees is to "hole up" for winter in high altitude pine areas.

In the above listings there is shown a prospective forward use of some 35,000 to 40,000 more men than are now engaged in production operations. About 10,000 of these are contingent on navy-yard work expansion at Bremerton, not yet fully certain, so far as revealed. In addition the Army will yet need about 3,000 men on construction in Alaska, but these will apparently come out of the present construction stage employed crews which are now soon to be scattered to the smaller jobs over the region and into Alaskan work. Alaska work will draw directly on Seattle for men, having now no appreciable unemployed surplus. There will be some Alaska use by May and June for perhaps 1,000 good unskilled men, hardly more. Men unskilled and of other skills who are available and need work during Alaska winters go back to the high-waged mine work in summer usually.

This summarizes within the reasonable limitations of so hasty a survey the general pool of present and prospective production employment demand as based on present plans. But of this about 60 percent will be skilled men and men for part trades, as promoted from helpers and some trainees; about 40 percent helpers down to unskilled—say, 24,000 production skilled and part trades, around 16,000 helpers and unskilled, the latter perhaps aggregating 3,000 to 4,000 at most; sweepers; janitors; pilers; stock pushers, etc.

INTENSIVE TRAINING PROGRAM

Now these jobs to come as construction provides plant are largely in skilled classification, yet when journeymen become more scarce in relation to increasing volume the work will have to be done, can be done, but it means a red-hot training program will have to begin right away, far beyond any now in process but not beyond presently developing plans.

Work Projects Administration has some 9 vocational training centers in Washington, about the same in Oregon, and a less number in Idaho. These 9 Washington schools have about 200 pupils now enrolled—some 600 previous students are placed for further job training with pay usually. In Seattle and Tacoma the shipyard operators are considering plans for other training schools, preferably off the yards according to present thought. Portland thought on this like feature is not yet fully crystallized. A quite constructive envisioning of the training problem is noticeable in Seattle.

Of 20,000 to 25,000 unskilled, foot-loose migrants now awaiting employment as noted above, some 12,000 to 15,000 should fall within part-trade trainable ages, and of these 8,000 to 12,000 should be fully trainable. If trained properly, it must be done in such a manner that they can eat and support their families, most of them having families, while in training, for there is no work for them as yet available on which they may in general support themselves and families.

The situation is one in which more skilled and semiskilled production men are needed; the need is recognized and the willingness to meet and implement the condition is apparent. To meet the deadlines of accelerating demand following the construction stage, including tooling, a training schedule to begin delivery of pretrained men in May and on to December is essential. This is a vocational training program which must be expanded as such.

The difference between normal informative school processes and vocational training is almost as great as the day from the night.

The surveys of demand and its timing in trades and part trades must be made and the timing and demand laid out for each. The trade teachers, the curricula, the tools and equipment, materials, testing and gaging instruments, etc., must be assembled and a clear-cut enrollment process established.

A rough estimate of 1,500 enrollees the first month, 2,000 the next, seems about right. Teachers must be trade masters who have the gift of teaching, the patience to show and nurse along the least talented, to build up their weak spots. The Navy has developed many such men.

Direct contact with the employment services must be maintained and an exact evaluation of curricular attainment must be furnished with each man as he is turned out. For examples, welders, to be of any use in production, must be taught to weld against a strength of materials value measurement of their work as done and as it stands up in standard laboratory testing machines, which latter must have capacity for testing to destruction (available at O. S. C., University of Washington). Tests must be back to the instructor and his students within 24 hours. This is cited merely to call attention to the fact that this is no spelling bee or history lesson job—in it a man must come to know the moving feel of metals and of tools upon them and sense the work involved in his own and related processes, must finally be able to measure, lay out, read drawings, set up his tools, and center his work for their application.

Farm Security Administration could possibly help here, if so authorized, by providing decent and sanitary family quarters by means of its mobile camp plants, placed near industry, working out a plan of in-training period wage payment and administration, for which defense funds may conceivably be made or be already available.

My own thought would lead toward school management by a technical vocational committee of public and private make-up in industrial demand areas closely and cooperatively affiliated with employers, trade-unions, and the employment service, all knit into present advances in each case made so far along organization of their production area vocational training problems.

The result will be obvious, for if 10,000 to 20,000 men who are now locked within a surplus of otherwise unemployable unskilled labor can become wage-earning producers, semiskilled helpers, and be trained further to go on to mechanic status, who can work at something less primitive than a pick, shovel, or fruit basket, we will be getting somewhere and overcoming a condition of actual shortage of usable man-power.

To do it right is not simple; it is a technological job to train mechanics, to get them at work, to night-train them for advancement toward the top journeyman class where the famine is showing up everywhere, and it is using available citizenry to help the other citizenry in keeping America at work.

A good mechanic under depression conditions can pick beans if he has to do it, but a bean picker otherwise unskilled may not run a turret lathe when wheels are turning again; he is still a bean picker, unless some process beyond his generally current and average of means may be applied to his case to increase his usefulness and his buying power and to give him means to provide for his family beyond mere subsistence if they can now do that.

SPOT NOTES

The balance of this report will consist of spotted notes of observations made in my rapid survey.

Employing agencies.—The Navy in its Alaska work is using cost plus fixed fee management contractors. Employment clause requires in labor procurement the use of Alaska Employment Service, which clears its excess wants through Seattle Office of State Employment Service at Dutch Harbor, Kodiak, and Sitka; immense naval and air stations are being built; transportation is paid, 2 to 3 years—good scales.

Army work is starting up, some of which will be done by Army engineers in force account operation. They are said to contemplate transportation, travel time if stay through job, good scale. I am told that recently some Army captain flew into town, met a reporter, had a big write-up with a three-column press portrait, announced would hire 3,000 men for Alaska work and promptly flew out; 3,000 men were at the dock next morning; no one present knew what next; em-

ployment service had to reassemble them and break the news that this was at least premature. Civil Service now reported to expect to do this placement.

Navy Yard, Bremerton, has Lt. Comdr. O. D. Adams in charge of personnel and training. Adams, while a Naval Reserve Corps man, was for many years in charge of total Oregon vocational program.

Boeing run their own personnel staff, training schools, and advancement system.

Hermiston (Oreg.) ammunition storage.—Army engineers; Contractor Terteling & Sons. Other than on 35 miles track laying, job is virtually all skilled and semiskilled labor. To be an American Federation of Labor all-union job. Agreement for supply has been reached between Washington and Oregon Employment Services, Terteling, and unions, in which all labor will be requisitioned through Oregon Employment Service. All permit fees will go to home locals. Contractor will house his employees. Job on fully nonagricultural area. Many migrant job seekers spotting shanties, etc., over nearby area, waiting vainly for work, largely unskilled, not much chance. Considerable hardship in offing for these families. Many are farm families seeking a stake. These could be housed at Dayton or Walla Walla Farm Security Administration camp, as they demobilize if need be and policy permits.

Fort Lewis area.—Construction force, contractors, of around 15,000 men still working on facilities enlargement, much of the building program in use, soldiers beginning to move out of earlier tents. Large number Omaha and vicinity men came out, did not get much work, nor transportation; many now reported to be suing for travel and lost earnings. Construction force at Fort Lewis on all contracts is now made up of about 15,000 men, of which about 5,000 are skilled men, 6,500 semiskilled, 3,500 unskilled, from best information obtainable.

Employment service.—There is much virtue in any proposal that will channel and concentrate through one referral agency, the employment needs of any area. One of the curses of the present situation, one of the causes of much migration, is unbridled publicity and strong promotional stories of great employment opportunity in so many new works. There are any number of listeners and readers who have been barely getting by and they are looking for just such Eldorados, believe the stories, come ahead.

Housing.—Seattle reports 96 percent rentable property occupied; 98 percent is rated a customary operating ceiling account turn-over time, repair time, etc. Federal Housing Authority has just let contract for 400-family project in southern part of city.

Bremerton: Two thousand seven hundred men commute daily from Seattle via ferries; 900 men commuted daily from Tacoma until bridge accident. Ferries now resuming. Bremerton hired 586 new men in December, mechanics, discharged 176 same month—3 percent of total force turn-over. Kitsap Co. housing authority, Bremerton housing authority, with Federal Housing Authority just let contracts for 350 and 500 family homes (850 total). Shanties everywhere. Farm Security Administration Engineering Department asked to serve in supervisory capacity for building barracks to accommodate 2,500 single men in Bremerton City park for Navy.

Travel time and housing inadequacy at Bremerton jobs have lately tended to become a handicap in force maintenance which with somewhat lower scale is reported to be reacting against the Navy work and aids conscience in raiding their trained force by some Seattle employers who need trained men. Most of men are from the three coast States; some come from every State.

Portland: Check indicates 92-percent occupancy rental residential property.

Residence.—There is in many places some evidence of the reaction of men seeking work afar to home force requirements. Many have learned to change license plates and other little tricks about residence requirements. Many skilled men moving from job to job and living in trailers. Around Fort Lewis these are especially in evidence, visible in every direction. Auto camps nearby are well filled around all works, shanties full of migrants.

Total requirements for labor—Timing.—Form USES 270 is filed with the Defense Commission monthly and indicates somewhat the present and proposed shortage or surplus of skills by occupational classifications. Mr. Hardy, supervisor, employment service for Washington, has, I believe, contrived a fairly complete picture of that force at least which it is expected now and hereafter will pass through his offices under present divided procurement arrangements.

The earlier a complete "bogey line" chart covering all occupations and combined timing for all defense plus normal industries can be regionally contrived the more certain the fullest usefulness of all available force and the provision by training or recruiting of needed additional force can be gaged and be accomplished with certainty.

Unskilled offerings.—Most of the unskilled and unabsorbed group claim truck driving or garage repair work as their offering. The Army has the trucks; use enlisted men entirely. Urban truck driving is a matter of personal responsibility as well as traffic and transport skill. No market. A very large proportion of these migratory, job-seeking, unskilled men are from farm areas and farms. There is nothing on earth to prevent a low-income farmer, who has been scraping a bare existence and perhaps \$300 to \$500 in cash out of a farm for a year's work, visualizing himself as making \$125 to \$200 a month in real money in defense industry occupations. Many have done so. Only a fast detailed over-all census in so great a moving mass of people can fully determine how many are involved. A month later the scene will have changed, the figures useless. Checks of people in Farm Security Administration camps by interview after listings were made recently of claimed skills, found about 20 percent claiming some skills; on interview only 1 in 10 of these was perhaps available for refreshing and going on with it. Those who could meet requirements had already done so. Physical and psychological inhibitions against resumption turned up on exhaustive interviewing. Most of those who were clearly earnest were men who had crossroads repair garage and truck-driving experience. This type of experience does not fit a man for line-productive operation, valuable though the occupation may be in its place.

Known defense construction jobs ahead—approximate data.—Hermiston, Oreg., noted above; Fort Lewis, new \$1,000,000 laundry, to be awarded at once; Portland, Oreg., airport, training quarters, highly advanced; Medford, Oreg., training quarters enlargement port, early start; Klamath Falls, Oreg., airport, training quarters, enlargement port, early start; Pendleton, Oreg., airport, training quarters, enlargement port, early start; Walla Walla, Wash., airport, extension, soon, no quarters; Bend, Oreg., airport, extension, training quarters, soon; Boise, Idaho, airport, training quarters, soon; McChord Field, Wash., training quarters, etc., underway; Wenatchee, Wash., training quarters, airport enlargement, soon; Anchorage, Alaska, \$1,000,000 cold-storage plant, at once; Fairbanks and other airports, Army quarters, etc., ready to go ahead.

There is much other work under way on which the Army and Navy are not giving out much, if any, publicity.

Farm displacement.—At Fort Lewis the Army is preparing to buy 2,700 acres which lie in 8 or 9 farm islands within the outside boundary of projected original reservation lines, islands of better soil within the broad reaches of gravelly moraine which characterize the reservation. The original 72,000 acres were given to the Army at the start of training for World War No. 1. The reservation plant in the ensuing years has been made permanent through continuing improvements, the plant is now being much increased. Rifle and artillery ranges in the southeastern corner seem to require the closing up of the full area. I attended at Tacoma for an hour (February 28) a conference between County Agent Richardson, State Director Drew, of Farm Security Administration, and Supervisor McKay (Farm Security Administration) on the subject of displacement of farm families account of this current expansion. Mr. Drew is making a detailed report, I take it. Roughly, I learned that the total of the areas appraised and to be bought comprises 2,700 acres. They are in the neighborhood of the town of Roy, a small community. Fifty operating farmers, about 100 owners, about 15 or 20 resident nonoperating renter families, living in houses on the areas, work elsewhere, can rent elsewhere. The farmers are mainly owners or renters of large acreage, one daffodil-bulb farm, balance mostly dairymen. A competent board of 3 appraisers has gone over all properties. The papers and appraisals are stated to be in Washington, D. C., under examination by Attorney General's office. Some acquisitions in April, some in May are expected by Colonel Taylor, we are informed, but are not promised as to such dates. Farmers want to know whether to plant or not to plant. Damage may well lie in uncertainty long sustained. Three Farm Security Administration clients as owners, 2 as renters are among the group.

On acceptance of the appraisers, offers will be made, if not satisfactory Army apparently can condemn, jury can set price. Difficulty seems to offer in finding operatable acreage to replace at reasonable cost. Most of them wish to relocate nearby. Sentimental and family attachments exist. Some stock ranging on military reservation has been had in the past, now forbidden. Some farmers, elderly people, expect to retire. A meeting at Roy, 10 a. m., March 6, 1941, will to plant. Damage may well lie in uncertainty long sustained. Three Farm to be little prospect of any subsistence distress. Question of disposition of livestock pending relocation seems to be one more or less common worry. In Kitsap County many mechanic farmers are working at Bremerton, nearby. A very few propose to sell farms, most propose to hold on to them in order to have a living place to fall back on when work may end.

Elsewhere, scattered over region some low-income farmers may be expected to continue to hunt for work of high pay rate. Every supervisor might be requested to undertake, to urge on all contacts that they seek advice of the nearest State employment service office before making any plans to move out. All offices are informed of the demand and this listed by the occupational groupings involved. All earnestly wish to discourage indiscriminate migration. More negative publicity desired to offset locally the undisciplined boom-town press dispatches will be good for the situation.

Wages.—Puget Sound and Portland are very well established in union operation, much of it of long duration. There is rarely any labor trouble or stoppage, most of this having been overcome as enduring and continuing joint-grievance and adjustment machinery has been set up to police and to carry on the spirit of the various agreements as they have been reached. Failure to do this in some early settlements led to trouble, fermenting through delay, as could have been expected. Longshoremen's agreements with interim administrative machinery now operate peaceably. Timber and sawmill unions and the employers likewise. Wages in most trades are based on annual adjustments mostly in conference backed up by agreed arbitration procedure.

Ships.—At Tacoma: 3 launched, 2 nearly ready, 4 to fabricate, 2 aircraft-carrier convertibles, 5 tankers under negotiation. Seattle: 25 destroyers contracted to be built on 5 tandem (2) ways. Construction will give way to production about May 1. Six mine layers on contract. Four seaplane tenders on contract. Numerous small tender vessels. Portland: 2 mine layers, to build and equip ways under construction. Thirty-three merchant ships, to build and equip ways and shops under construction. Four net tenders—2 launched, 2 under way. Two transport recondition jobs, one done and gone away.

Progress of a ship.—When ways are ready and shops built, a keel may be laid, and not before. As the keel is lengthened, ribs may be set up. This is all full-skil work, usually fully riveted as it goes. A 500-foot vessel with 50-foot molded depth has with decks and bulkheads about 120,000 square feet (3 acres) of hull deck, and bulkhead plating to put on, fasten, rivet, or weld, plate by plate, seam by seam, and this requires several coats of paint inside and out, 6 acres, 3 acres of surface to make and paint, both sides, gives room for an army of part-time workers in squads. Here is where shipbuilding may be the first industry to pick up a large crew of pretrained part-trade men originating from intelligent groups of unskilled handy men. May and July will see this start of actual ship-construction work in both the Sound area and Portland. The next point of ship activity is in San Francisco Bay, 700 miles south of Portland.

State employment service, Seattle notes.—Ninety percent of immigration contacted is unskilled, 20,000 since August 1, 1940, rate increasing. One hundred percent caught up on interstate certifications, skilled. Fourteen thousand square feet of floor space. Sheet metal, machinists, and all iron trades now growing heavier in overtime. Sixty-five percent of placements endure 30 days or over. Twenty-five thousand placements, industrial, through Seattle office in current fiscal year, so far. Skilled mechanics seek destination employment data from State employment service offices quite regularly, clearances then arranged.

Farm labor, 1941.—Industrial absorption of much of hitherto available seasonal farm labor through training and induction in industry is probable by midsummer. Areas of sharp demand peaks will no doubt require some improvising and draft on women and older children, as in hops. Locations where Farm Security Administration migratory camps are located will no doubt become the areas best and

most easily provided with labor. Probable need for movement of surplus agricultural labor, a surplus expected to still exist in California valleys, is under consideration by Washington and Oregon Employment Service, but with an idea of an agreement to provide continuing assignments through season. Beet-sugar requirements in Idaho may require some Spanish-American importation from New Mexico, Utah, and California.

Certain recommendations.—A. The 1940 region XI studies of agricultural labor show low earnings and an average of only 3.5 days per worker per week through season, with little variation by crops of time of season. About \$2 per day, and 1.8 workers per family, \$12.60 to \$15 per week average family earnings through season.

Time lost can be overcome by:

1. A more systematic method for coverage of time lost in repairing workers' cars in camps.

2. Further extension of the progressively more and more efficient farm-placement methods of State employment service, United States Employment Service, in Oregon and Washington, in cooperation with Farm Security Administration camp program, introduced in 1940. Better functioning of Idaho State Employment Service in farm placement is to be expected under extended funding now available.

3. Camp provision of further means to help health of workers through avoidance of common colds which may so readily arise from sleeping on bare board tent floors due to lack of bedding on part of workers.

B. A marked rehabilitation of the farm-origin unskilled as well as others of the younger unanchored people, many of whom are now temporarily in the army of migratory industrial work seekers, many of whom have been heretofore engaged in the seasonal agricultural labor group, may perhaps be aided by a progressive, intelligent effort at cooperation by our educational experts, concentrating on intelligent, painstaking, patient labor with Oregon and Washington directional committees already working on early consummation of widened pre-training under vocational education methods in a systematic, demand-facing manner.

1. Working out of means of training-period subsistence earning, investigating availability of defense funds which may be so applicable, and procedure for payroll management. This last in view of the destitution prevalent in this army of unskilled people, the essential need of earnings through instructional period to make use of the opportunity to be useful in the emergency, and to reestablish journeyman population, as well as to provide trades to people otherwise being wasted.

2. Perhaps the temporary use of mobile migratory camp equipment near work centers for pretraining period housing under sanitary circumstances.

3. Exploration of some small part-manufacturing opportunity, requiring simple equipment, which can be made available as work for older people and thus during slack work season in our camps. This will most surely be successful if not in competition for present excessive needs with existing but inadequately equipped sections of private industry.

C. Placing control of interstate agricultural work migrations under Employment Service by thorough Federal regulation of interstate labor contractors. So done this will require more active use of camp equipment by Federal Security Administration, labor management by growers and packers, labor procurement, exchange of information on work available between offices of State employment services, as well as clearance procedure.

EXHIBIT 34—WASHINGTON

REPORT BY A. F. HARDY, SUPERVISOR, WASHINGTON STATE EMPLOYMENT SERVICE,
OLYMPIA, WASH.

MARCH 20, 1941.

Since the beginning of the defense program, a known total of approximately \$600,000,000 has been awarded in direct contracts to firms in the State. Of this amount approximately \$157,000,000 are Army contracts, \$336,000,000 Navy con-

tracts, and \$4,000,000 United States Housing Authority defense-housing projects. As a result of these awards, expansion is occurring in industrial groups designated as construction (cantonments, housing, shipyards, airplane-manufacturing plant, ammunition depots, navy-yard facilities, and air bases), and production in shipbuilding, airplane manufacture, and metal trades. Fully 75 percent of this work is located within a triangle formed by the cities of Seattle, Tacoma, and Bremerton, which have been focal points for the influx of workers. This may be attributed to Nation-wide publicity given to national-defense awards in the State of Washington.

SEATTLE AREA

The Seattle local office report on labor market conditions, prepared on October 31, contains some qualitative information of labor supply in the Seattle area. The Seattle report states, as of that date:

"Employers all believe that employment will increase, unemployment be reduced to the minimum, and the adequacy of personnel will be the chief concern of all types of industry in this area. Employers freely admit that they are making no effort to alleviate this condition and as a group they are depending on the respective unions to supply their needs. However, most employers are of the opinion that the outlook for obtaining qualified skilled workers is very bad.

"There have been no appreciable changes in the supply of skilled workers caused by the lay-offs or movement of workers into the community as the employees falling into both of these groups are, for the most part, without special training and fall into the class of unskilled labor. At the same time, union officials are announcing that there is no shortage of skilled craftsmen locally and that they are able to meet all demands for trained workers.

"With the two decidedly different schools of thought as to skilled labor, the local office of the Washington State Employment Service is placed in a very precarious position, with one group declaring a shortage and actually specifying occupations and number of vacancies existing and anticipated, while the other is loathe to admit shortage in any skill and is reluctant to issue permits or to admit new members.

"Any consideration of the provision of an adequate labor supply must be predicated upon an understanding of the situation prevailing in the Puget Sound area from the standpoint of natural migration into the area of workers of all types from all over the country. With slightly over \$496,000,000 (as of October 31, 1940) in contracts let in the Puget Sound area and Alaska, to which Seattle is regarded as the natural gateway, it is inevitable that the word should be spread far and wide that the Seattle area, with a comparatively small industrial population, offers exceptional employment possibilities. As a result of the publicity given to the awarding of these contracts, the number of workers swarming into the area may be conservatively estimated as running into the thousands. While the majority of these are unskilled workers, enough skilled workers are included within the migration to preclude the necessity of any great amount of effort in securing qualified workers in adequate numbers, up to the present time.

"Tangible evidence of the above facts may be obtained from Employment Service records which indicate new applications continuing at the rate of approximately 2,000 per month—a rate higher than at any previous period in the past 3 years. That this migration has been a factor in preventing a serious shortage of workers is evidenced by the fact that during the month of October it was necessary to resort to State-wide clearance in but one classification, that of metal spinners."

A recent check of the 13,000 active cards of applicants registered in the Seattle office indicated that 30 percent of the registrants had arrived in the State within the last 7 months; of this number approximately 40 percent fell within the skilled group of occupations and 60 percent within the unskilled classifications.

PREMATURE CALL FOR LABOR

The Seattle office during the month of February found it necessary to issue clearance orders calling for 168 workers in 17 different occupations. The major-

ity of these orders were cleared only within the State of Washington; however, it was necessary to resort to wider clearance in the case of aeronautical draftsmen. No other attempts by employers to recruit workers from other localities have come to light.

The most significant case of recruitment of workers during the past month undoubtedly brought hundreds of workers flocking into the area with little or no possibility of employment. This move was made by the United States Army Engineers on January 30, when the officer in charge of construction for the Army Engineer projects in southeastern Alaska, flew into Seattle and released to the three daily papers a story to the effect that 3,000 workers would be required in Alaska and that the engineers would start signing up the workers the following morning. Despite the fact that those newspapers which printed the entire release pointed out very clearly that only men with certain skills were required, many other papers merely printed the highlights of the officer's release without emphasizing the skills required nor the fact that men would not be required for at least 90 days. As a result, persons contacting the local employment office within the following few days indicated that they had come from as far east as the Dakotas and Minnesota upon reading this article. Contact was immediately made with the commanding officer of the Engineers in this area and a retraction was printed with the statement that the State employment service would make the selections for the job and that workers interested should apply at the nearest employment office.

This information was later retracted again and the public informed that all workers for the job would be drawn from the Civil Service rolls and that the Civil Service Commission would shortly announce examinations. It may safely be said that no other single move by any employing group has so strongly reacted to disrupt the orderly movement of workers from one area to another as did this. The Employment Service has for some time past assisted the Civil Service Commission in recruiting skilled men toward the setting up of eligible registers. This has entailed considerable additional work on the part of all local offices, which have intensively recruited their area for the required types of skilled men. With the delegation of additional responsibilities in achieving an accurate labor pool toward the servicing of defense projects the employment service will not be able to continue such cooperation for any length of time.

TACOMA AREA

National-defense projects in the Tacoma area center around Fort Lewis, Camp Murray, and McChord Field, where a year ago approximately 9,000 men were quartered. Today it has over 22,000 men and by summer there will be 46,000 troops on the vast post. Furthermore, if present plans develop, Fort Lewis will have 81,000 men under its administration by fall. The Army is not yet ready to release the details, but new cantonments may be built south of Fort Lewis, housing 35,000 men.

The Tacoma office report on labor market conditions prepared on December 28, 1940, states as of that date that "There is quite a large influx of workers into this community which can be partially gaged from (1) our increased registration load; (2) an acute housing shortage; (3) the number of out-of-town automobile license plates which can be observed in and near Tacoma; (4) quite a number of men who have been brought in here in response to intrastate and interstate clearance orders.

"As was previously stated, quite a large number of out-of-State men have been brought into this area by the contractors. These men have in turn apparently contacted certain friends and acquaintances in their own areas causing further migration to this vicinity. The Peter Kiewit Co. ran newspaper advertisements in the Middle West calling for carpenters and carpenter foremen. This practice has been brought to the attention of the contractor by the Employment Service, certain labor organizations, and by the State department of labor and industries. To make the situation worse, the Nebraska State Employment Service issued a large number of referral cards to Nebraska residents and sent them to this area without having on hand a clearance order from the State of Washington. Approximately 130 such referral cards have come to light so far. Last week we were shown two referral cards from the North Dakota Employment

Service. These applicants had asked for and secured referral cards before coming to Tacoma, although no clearance orders were issued to North Dakota.

"A number of men employed on this project are being laid off as foremen find that a lack of qualifications is apparent. The firing rate runs about 12 to 15 percent of the total. Some men have been laid off due to lack of certain materials, but these individuals will be rehired as rapidly as such materials can be supplied. Although there should be an increase in the total personnel, we anticipate no difficulty in supplying the necessary workers either through local sources or through clearance facilities. The interstate clearance has shown that orderly procurement of the required workers is entirely feasible and that the contractors' needs can be satisfied providing orderly procedures are followed."

A later report from the Tacoma office states that although there is quite a supply of workers from other areas who are still remaining in that vicinity, quite a number of construction workers who have been brought in through clearance orders have returned to their home areas now that the major construction projects are nearing completion. Practically all Fort Lewis operations are discharging a certain number of workers every day. As far as can be determined the large number of Nebraska residents who were drawn here through newspaper advertisements in the Middle West are gradually returning to Nebraska. In connection with this migration from Nebraska, I am enclosing a copy of a letter from the manager of the Tacoma office and a copy of the clearance order issued by the Nebraska State Employment Service.

BREMERTON AREA

Practically all personnel for the navy yard is being secured through civil-service examination, as it appears possible still to fill all places through this source with the exception of shipfitters and loftsmen. The Seattle office has received frequent orders from the navy yard for electricians, specially skilled; welders, specially skilled; draftsmen (structural); marine engineers; and some carpenters; but these orders are of short duration and are given only pending the establishment of a register. Shipfitters and loftsmen continue to come into Seattle at the rate of about five per day from eastern yards, as the Seattle scale is considerably higher than that prevailing in the East.

Housing in Bremerton, while still considered short of Government needs, is progressing satisfactorily. The United States Housing Authority has contracted for 600 units (low rental units) which after the duration of the national defense program will be used to house noncommissioned men and their families while ships are stationed at Bremerton. At the same time private capital is completing approximately 4 units per day. Bremerton's transportation, sewerage, and paving appears to be adequate for this expansion. The city has grown in 10 years from a population of 10,000 to approximately 25,000, if we include all the area 1 mile outside the city limits. Bremerton's only apparent shortage which is not being satisfactorily solved is in its school facilities, as they still have adequate schools for only 10,000 and the school rooms are badly overcrowded. Bremerton is building a number of temporary school buildings which will solve her problem to a certain extent, but with a 2-ocean navy, Bremerton's growth is more or less permanent and the city is faced with the problem of doubling its present school capacity.

Reporting on labor market developments the Bremerton office reported in November 1940, that "despite poor housing conditions there continues to be an influx of people apparently coming here with the mistaken idea that this is a boom town and work is plentiful. Although many in number, these workers are of little value to us as most of them do not possess skills which will allow them to find employment here.

"The demand is primarily for construction workers and due to the great amount of publicity Bremerton has received, the migration of this type of worker has been more than enough to supply all needs. The labor now being used on local construction projects is roughly half skilled and half unskilled, while the available supply of labor is about three unskilled men to each skilled man. Certain conditions of employment such as required union affiliation, have also

had an effect on the utilization of local men. For some time the union organizations have been accepting 'travelers' cards' from members of affiliated unions, who have migrated to this area in search of work. The result of this has been that we have a number of skilled local residents unable to obtain jobs in this area because of not being affiliated, while these outside men are working on local jobs."

Of interest is the expansion of employment in the Puget Sound Navy Yard which in January 1940, had a total of 4,500 personnel increasing to March 1941, to a total of approximately 11,000. Although we are unable to state what portion of this increase migrated to this area, it is known that the employment service obtained a large percentage of these men for the labor board through clearance.

Further reflecting the migration of labor into the State of Washington there is presented a table indicating the number of claims received by local employment offices filed by claimants who had left their home States to come to Washington and who as a result of being unemployed are now claiming unemployment compensation from other States in which they had earned credits.

	<i>Compensable claims</i>
1940:	
August.....	7, 711
September.....	6, 559
October.....	8, 356
November.....	8, 855
December.....	11, 036
1941:	
January.....	13, 504

There is general agreement from various reliable sources that there has been a large influx of people attracted by potential employment in defense activities during the past 6 months. At the same time, there is no readily available source which offers any measure of the extent of this immigration nor the extent to which, if any, it has been offset by people's failing to find employment and moving on to other places. It is known that in the expansion of employment, shortages of labor have occurred and will continue to occur in skilled occupations. It is reasonable to assume that skilled labor for which workers cannot be trained in a short time will have to be brought in from outside. It is also known that there is a large reservoir of unskilled workers available, yet in the whole field of labor supply there are no accurate measures at hand.

As to the effect of increased labor demand, we can assume an immigration of individuals and families, (with families predominating) in the skilled categories, which will be offset to an unknown degree by emigration. Estimated conservatively, it is believed that this area will receive an additional 40,000 persons by December 1941.

INFLUX IN BUILDING TRADES

A representative of the American Federation of Labor was recently interviewed in Seattle relative to labor supply and demand. In discussing labor supply in the building trades section of the American Federation of Labor, he stated that there had been a great influx especially of carpenters, painters, and building laborers during the past several months. Experience so far has indicated that a remarkably small portion are competent mechanics in the final analysis, particularly in the field of carpentry and painting. To this may be added the substance of an interview with the secretary of the Seattle Metal Trades Council which was to the effect that all of the mechanics in those crafts related to the defense program are now employed. He also made reference to a large influx of job seekers varying from 5 to 50 a day of which there were relatively few competent mechanics.

The foregoing material appears to emphasize several fundamental deficiencies in the orderly flow of labor from one part of the country to the other which may be attributed to causes not now sufficiently pronounced to warrant suggestions as to a complete solution of the problem from this point. However, may I suggest as a partial solution, the greater utilization by major contractors receiving contract awards, of local contractors as subcontractors for various portions of such major contracts to the end that these local contractors use their own local supplies of available labor, thereby eliminating the necessity for advertising all over the country.

An intensive labor registration program through the local employment offices has just been initiated on a Nation-wide scale. In support of this effort a Nation-wide informational program will be undertaken to acquaint the general public with the necessity for registering at their nearest public employment office. One of the reasons for the campaign is based upon the consideration that it is becoming increasingly difficult to obtain workers for certain essential defense occupations.

These developments in the labor market will increase the responsibilities of the employment service to assure the effective utilization of our labor resources in the defense effort. By reason of a lack of sufficiently definite publicity on the specific classifications of workers which it is desired to recruit, it will also result in a tremendous influx of workers of all types to areas in which national defense contracts are known to have been awarded. It is also anticipated in this State that the program will burden the local offices to such an extent as to disrupt normal operations and hinder service to employers in all industrial groups.

AUTO LICENSE REPORT

The State director of licenses (auto) reports that during 1940, there were 19,125 cars (other than those brought into this State for resale) licensed, that had other State certificates of title at the time of registration, and at the same time 6,700 Washington cars were relicensed in other States. That would indicate that 12,425 persons (net) moved their cars to this State as a new place of residence. It is estimated, on the basis of the first 2 months of 1941, that this year will show a 50 percent increase over 1940.

HIGH WAGES

High wages in the Pacific Northwest are evidently an important factor in the movement of migrants. No information is available of exact classifications involved. Few women are involved in the migratory movements, as few workers are bringing in their families. "Race" is not a factor, except in airplane production where employment is confined to the white race.

EXHIBIT 35—DISTRICT OF COLUMBIA

THE BOARD OF PUBLIC WELFARE OF THE DISTRICT OF COLUMBIA,
Washington, D. C., March 21, 1941.

Hon. JOHN H. TOLAN,
*Chairman, Special Committee Investigating the Interstate
Migration of Destitute Citizens, United States House of
Representatives, Washington, D. C.*

DEAR MR. TOLAN: On receipt of your letter of March 5, 1941, asking for information on the experience in the District of Columbia with "community problems being created by the current migrations of workers," I called together representatives of the Work Projects Administration, United States Employment Center, District of Columbia Unemployment Compensation Board, United States Information Service, Salvation, and the Travelers Aid, and am attaching a copy of the report of the meeting.

Sincerely yours,

ROBERT E. BONDY,
Director of Public Welfare.

MINUTES OF MEETING

MARCH 17, 1941.

Present: Mr. Carl Tramm, Director of Employment, Work Projects Administration; Adjutant Strandberg, Salvation Army; Mr. David G. Linden, Director of Nonresident Service; Miss Alice Elizabeth Jones, executive secretary, Travelers Aid Society; Mr. Clarence H. Bennett and Mr. Edwin W. Jones, District of Columbia Employment Center; Mr. Claude H. Wharton, Unemployment Compensation Board; Miss Harriet Root, Chief, United States Information Service; Mr. Otto Cass and Miss Doris Andrews, Public Assistance Division; Mr. Robert E. Bondy, Director of Public Welfare.

The Special Committee Investigating the Interstate Migration of Destitute Citizens is anxious to present a complete picture of community problems being

created by the current migration of skilled and unskilled workers to centers of defense expansion. Mr. Bondy called a meeting of representatives of agencies who would have an awareness of the problems created by the movement of people in and out of the District of Columbia.

Mr. Bondy read to the group a copy of the report submitted by Mr. David C. Adie, commissioner of public welfare in New York State. This report included the developments in defense programs which Mr. Adie considered as having some possible bearing on the need for social service.

Mr. Bondy called on members of the group for an expression of opinion.

Carl Tramm, Director of Employment, Work Projects Administration.—Work Projects Administration reflects no trend of migration into the District, possibly because of the residence requirement of 1 year. Few people have left Work Projects Administration to go to jobs in other cities, but many have left Work Projects Administration to take jobs in Washington and on nearby construction projects. Work Projects Administration is drained of skilled workers except in the older group.

The Work Projects Administration load is resolving itself into a large unskilled group of colored and old workers. White workers are more successful in finding outside employment than the Negro workers. When the colored unskilled worker does find employment it is likely to be of short duration. Of the workers on Work Projects Administration from 55 to 60 percent are colored. The percentage is even higher in the group awaiting assignment. Unskilled women particularly remain on Work Projects Administration. Employment in Washington is for the skilled and white-collar group.

Adjutant Strandberg, Salvation Army.—Of the men passing through the Salvation Army Lodge, 30 percent are skilled workers, 70 percent unskilled. (This is based on statements of the men, which are not verified.) The majority of the men are over 35, only 2 being of draft age. Men come to Washington thinking it is a manufacturing center; they move on. The lodge has a population of 90 men, white only; 6 of these are from Maryland, 7 from the District, and the rest from scattered areas throughout the country. The average stay at the lodge is 3 months.

David G. Linden, Director, Nonresident Service.—The group, composed almost entirely of employable men, has shown no increase due to the defense program. The trend here, too, is toward an older, unskilled group.

Alice E. Jones, Executive Secretary, Travelers Aid Society.—Although the Travelers Aid Society accepted 300 more cases in January 1941 than in January 1940, the relief expended was one-third less. There was the need for more service, but less relief. Many applicants now need very temporary financial assistance, perhaps just until pay day, as against former complete dependency for months. All the men who apply have definite jobs.

There is an increase in the number of unattached women of middle age. Most of these women have been unemployed for years. They feel now that they have a chance to find work and make themselves independent. These women are unskilled. Many come to get help from their Congressmen in finding jobs.

The geographical points of origin remain unchanged, with 31 States represented. The ratio of white and colored remains the same. The case load has remained four-fifths white for a period of years.

Edwin W. Jones and Clarence H. Bennett, District of Columbia Employment Center.—The Public Employment Center is concerned with the qualifications of workers, rather than with their residence. No local address is required except for the purpose of notification of work. A survey made for the period from January 6 to February 8, 1941, showed that 21 percent of the persons registered had been in the District of Columbia less than 2 months. No other such survey is available for the purpose of comparison.

There is a definite shortage of workers in the skilled group and in the white-collar group. There is also a shortage in other areas. Baltimore needs 20,000 skilled and semiskilled workers for the airplane industry. Philadelphia reports a shortage of 80,000. Junior placements (under 21) are high. All placements are 50 percent higher than in January of 1940.

There need be no concern about the employment of workers in the building trades when the construction of nearby camps is completed. They will be absorbed in the new building program. Some of the workers who joined the unions at a high price will be unable to continue as skilled workmen. Others will continue, however, having dropped out of the unions only because they could not pay the dues.

All qualified workers are getting jobs, regardless of residence. Semiskilled residents of the District are being passed over in favor of skilled workers from outside.

In February 1941 the Public Employment Center placed 1,664 colored domestics, and could not find workers for 704 placements that would have been possible. Two hundred and fifty-nine white domestics were placed, with 346 places unfilled.

Persons prefer relief to employment. The Public Employment Center has been placing all persons who complete the domestic-training project. These domestics, however, will not stay on a job paying \$40 a month. They prefer to return to the sewing room at \$54 a month and shorter hours. The community wage is not high enough to support heads of families. Five years ago the weekly wage for domestics was from \$5 to \$7. Now the wage is from \$8 to \$10.

In replacing draftees, there is a tendency to hire young women. Mr. Jones is trying to persuade employers to take older men.

As persons are laid off from Government jobs, the Public Employment Center forwards their cards to the States, jobs are offered, and this group returns home rather than staying in Washington.

Claude H. Wharton, Unemployment Compensation Board.—In 1940, 6,742 persons who had come to the District and become unemployed filed against other States. Of these, 1,088 were from Maryland and 1,329 from Virginia. The number of persons leaving the District and filing in other States was not available. In February 1941 there were 1,734 original claims as against 3,299 in February in 1940.

Harriet Root, Chief, United States Information Service.—Thirty thousand persons came to the District from May through December 1940, all to take Federal jobs. Most of these jobs are permanent.

It has been estimated that Federal employees will be coming to Washington at the rate of 100,000 a year up until December 1942, if the emergency lasts that long. It has been estimated, too, that for every Federal employee one service position is created.

SUMMARY

The conclusions regarding community problems in the District of Columbia created by the migration of workers follow:

1. There is an influx of workers coming into the District of Columbia to take Federal positions. Most of this incoming group have permanent jobs and no relief problem is created at this time by their coming. It is estimated that 30,000 people came to the District from May through December 1940, and that there will be 100,000 new persons coming each year until December 1942, if the emergency lasts that long.

2. Employment is available for all skilled and white-collar workers and all qualified workers are getting jobs. There is a shortage of workers in this group.

3. Semiskilled residents of the District are being passed over in favor of skilled workers from other areas.

4. Employment opportunities in the District are for the skilled and white-collar workers.

5. The unemployed group is shifting and resolving itself into a group composed of older and unskilled workers.

6. There is a shortage of domestic help, both white and colored. In February 1941, the Public Employment Center placed 1,664 colored and 259 white domestics. There were calls for 704 colored and 346 white domestics that could not be filled, due to lack of applicants.

7. There is an increase in the number of unattached, middle-aged women coming to the District. This group, without recent employment experience and with no skills, feels that the present emergency will mean an opportunity for them to find work.

8. Placements through the Public Employment Center are 50 percent higher than a year ago.

9. Many District workers, skilled in building trades, are employed on construction projects in nearby training camps. When construction is completed, no unemployment problem is expected, as the workers will be absorbed in the building program.

10. While the incoming workers are creating no problems for the public welfare agency at this time, the increase in population is bound to be reflected later, when employment is at a lower ebb. Experience has proved this to be true.

11. There is no reduction of relief rolls because of rising employment, since the public relief agency accepts for assistance only unemployables and persons eligible for assistance under the social security categories.

12. Relief clients are affected by the housing shortage. Rents in the District have always been high, but with all types of living quarters in demand, the relief client is able to get less and less for the little he is able to pay.

EXHIBIT 36—COAL-MINING AREAS

REPORT BY WALTER N. POLAKOV, DIRECTOR, ENGINEERING DEPARTMENT, UNITED MINE WORKERS OF AMERICA, WASHINGTON, D. C.

MARCH 21, 1941.

The industrial activities in connection with national defense have slight repercussions in the coal-mining industry by increasing to some extent the number of days worked per week. Miners, rather than be laid off, share the work with their buddies on the principle of "work together, starve together." Under these circumstances in many localities the men had a chance to work only 2 or 3 days a week. At present such a condition is more an exception than a rule. In southern Tennessee, for instance, many men are on full time. On the other hand, wherever the demand for coal remains at a low level as in past years, unemployment among the miners remains because other industries are seldom, if ever, located in a coal-mining region, and the coal miners can ill afford to leave their families starving in camp or, less yet, to take them along hundreds or thousands of miles away in a blind search for possible employment elsewhere.

To our knowledge, there are only two instances of any importance where the defense establishments are being located in the depressed coal-mining areas. Both of these occur in Illinois where, at Wilmington, the Government is now in the process of constructing a \$31,000,000 powder and munitions plant, and we understand that there is also to be a defense project to manufacture detonators and other munitions near Herrin. The first project may absorb some 6,000 people. The second project, if it materializes, may absorb a somewhat larger number of people when completed. These figures, of course, do not begin to scratch the surface in relieving the economic strain of unemployment.

Wherever industrial activity has sprung up or been created outside of the depressed coal-mining areas it has had no influence upon the employment or migration of miners for the reason stated above that miners are economically unable to travel in search of jobs, as a large number of them, especially in the southern Appalachian region, are paid in company scrip and tin money and frequently are in debt to the company.

Those who occasionally migrate from the camps to taste of the grapes of wrath are generally the younger men. But it is the younger men who have the better chance of employment in the coal mines, as the operators prefer men between 22 and 30 years of age, especially with mines being mechanized as they are now at a rapid rate.

When such dribblets of miners leave their camps they naturally go to the well-known places of industrial employment, partly because they may have friends there on whose aid they count, but largely because the newer defense centers are utterly unknown to them as to location, prospects, or conditions.

We have no adequate information on the extent to which people leave coal-mining areas in search of jobs, but we hear of instances where disheartened searchers have returned, broken down physically and spiritually.

LOCATION OF DEFENSE INDUSTRIES

In general, the defense industries, in order to be of help to stranded populations, should migrate to these areas and not expect the economically destitute people to migrate to unknown new plants.

It is economically sound that the production centers should be located where the raw materials are available, and it is likewise sound economically

and from the point of military strategy that defense industries should not be in huge congregations but should be spread out in smaller units throughout the country, especially where raw materials and labor are available.

Specifically, I have received replies from our district 12 (Illinois), district 10 (State of Washington), district 14 (Kansas and Missouri), district 13 (Iowa), district 17 (southern West Virginia), and district 31 (northern West Virginia).

A peculiar situation exists in our district 27 (Montana, North Dakota, and northern South Dakota) where no industrial employment could be obtained in nearly a thousand miles around. An approach was made to the problem in our district 31 (southern West Virginia) where there are such dreadfully blighted areas as Monongalia County and the famous Scott's Run. The operations there are almost completely mechanized. Many companies have failed, unemployment has reached its highest proportion, and the local district president induced the West Virginia University at Morgantown to establish training schools to retrain miners for such jobs as welding, aluminum work, and general machine work. While a modest gain has been made in this direction the principal obstacle was in regulations as to the type of equipment to be replaced and financed by the defense organization, with the result that for the time being only future instructors receive training. Even if the affected able-bodied men will fully retrain, the question remains as to where they can turn for employment, who is going to accept the financial responsibility in case of failure to obtain same, and who is going to finance the traveling expenses in search of such reemployment.

EXHIBIT 37.—DISPLACEMENT DUE TO DEFENSE PURCHASES OF LAND

REPORT BY FARM SECURITY ADMINISTRATION, WASHINGTON, D. C.

In all parts of the country, but particularly in the Southeast and the Middle West, military and industrial defense projects are taking over land which last year was farmed by American families. By March 1, 1941, more than a million acres had actually been acquired by the Army, and the acquisition of nearly $3\frac{1}{2}$ million more acres was under way, with funds already authorized by Congress.

The most conservative estimate gives 6,000 as the number of families displaced so far by the defense program. As the program grows, the number of families who must look for new homes is bound to grow in proportion.

The bulk of the land purchased to date, about three-quarters of the total acreage, is to be used for military cantonments, maneuver areas, bombing fields, antiaircraft firing ranges—to build new Army training camps or to add land to old ones. By far the greater part of the land for Army camps is in the Southeastern part of the country, in the States of South Carolina, Georgia, Alabama, Mississippi, Louisiana, Arkansas, and Tennessee. It is estimated that about half of the land being taken over for military purposes is in farms, and the remainder in timber, cut-over land, and range land.

Other huge tracts are being bought as locations for defense industries to manufacture gunpowder and TNT, and to load these explosives into shells. These industries, manufacturing and handling tons of highly explosive material, need wide "shelter belts" around their plants to minimize the risk of dangerous explosions. To date, 136,000 acres have been bought for industrial sites. Most of the industrial purchases have been the Middle Western States of Ohio, Indiana, Illinois, Iowa, and Missouri. For the most part this land is in well-developed farming communities. One site in Illinois is located on some of the best farm land in the country.

DISPLACEMENT PROBLEMS

The most immediate effect of these extensive land acquisitions on farm people is the displacement of the 6,000 or more families that have had to give up their farms and homes. Even those who are able to find new places often add to the problem in so doing. An owner-operator able to buy or lease a new farm may displace one or more tenant families who in turn find it difficult to find another place to work.

Where new defense industries arise, some temporary compensation is provided in the increased employment brought into the area. The most serious displacement problems of the present, however, have occurred where training and maneuver areas are taken over and virtually no new employment results. Those who are displaced simply have to take what they can get on other farms, and that is often nothing at all.

Whereas owners at least get paid for their equity in the land, the tenant gets nothing. He is just out. And it is in the South, where land is already overcrowded and where tenancy is highest, that many of these areas are located. Displacement in such cases, except for relief and rehabilitation aids that are provided, simply adds to the burden of landless farm people that the Nation has already found to be a national problem.

In addition to the pressing needs of farm people uprooted by the physical requirements of the defense program, long-range effects of the defense program require planning and study if more serious after-effects are to be minimized. Land prices have gone up as many seek farms with fewer farms available in defense areas. Where industries are being built, rentals in the area, based on industrial wages, have risen beyond the ability of farm tenants to pay.

Farmers able to get defense industrial employment are induced to leave their farms, except as a place to live, so that when the emergency is over they will be confronted with a deteriorated farm and a sudden deflation in values and markets at the same time. Construction work which will last only a short time has served the needs of many who before long will be added to the landless, jobless farm workers needing assistance.

THE TASK OF F. S. A.

Nearly all the families who have had to move have needed some help in finding a new home, in moving themselves and their belongings out of the purchase areas, in building their lives and businesses anew. Left stranded by Government action, the farmers have appealed to the Government to help them get back on the land and in a position again to earn their own living.

No agency was delegated as such to assume that obligation, but the Department of Agriculture, accustomed to dealing with farmers and their problems, naturally took up the job of helping the displaced families. Within the Department, the Farm Security Administration has been the principal relocation agency, for three main reasons: First, because so many of the displaced families were low-income farm people, with whom Farm Security Administration is directly concerned; second, because many of the types of help needed by the families were already part of the Farm Security Administration loan and grant programs; and third, because Farm Security had the necessary county personnel, trained in reestablishing farm families through 5 years of resettlement and rehabilitation. In solving local problems, of course, other agencies, both agricultural and welfare, have helped in the relocation work; but the chief responsibility for the national relocation problem has fallen on Farm Security Administration's shoulders.

At the present time extraordinary expenditures required by this emergency work are being made with regular Farm Security Administration funds. Many of the defense casualties, of course, are eligible under the regular program for standard assistance. If these responsibilities continue, however, additional sources of funds to meet the exceptional situation may have to be considered.

In addition to its relocation duties, the Farm Security Administration has also been called on to assist in meeting critical housing situations. It has been assigned three areas—Radford, Va., Pulaski, Va., and Greenbelt, Md.—for permanent defense housing, and has been called on to administer the \$5,000,000 temporary defense housing program by providing trailers and temporary dormitories with proper sanitary facilities where defense construction has drawn large numbers of skilled and unskilled workers into areas with inadequate housing facilities.

MEASURING THE NEED

Because the need for relocation aid exists in varying degrees and manners in many parts of the Nation, and because Farm Security came into the picture after the problem had arisen, it has usually been a difficult task to determine the exact degree of need. It is difficult enough with existing records, to find out the approximate number (6,000) of farm families living within the defense areas at the time of purchase. And the problem does not stop with these 6,000 families. Frequently, a farm family displaced by a defense industry or military camp buys or rents a nearby farm that already has one or more families living on it. This second family has to move and sometimes displaces a third family. It is no simple job to follow these displacements or to know how many families have ultimately been forced to move as a result of each land purchase.

It is also difficult to measure the displacement that takes place around towns where new defense industries have brought thousands of workers into a small area. These workers can often afford to rent farmhouses for more money than the farm tenant can afford to pay for the whole farm. In such areas, therefore, the available farming land decreases.

A third difficulty in measuring need is the fact that displacement is only one of many effects of locating defense projects in rural areas. Defense projects, particularly those involving large industrial developments, influence the economic and social well-being of all farm families who live in the surrounding areas. Immediate effects are the opening of a large number of job opportunities and a rapid increase in the local market demand for farm products. These effects are more than welcome. But some of the long-range results of the defense projects may bring new troubles to the farm population. For instance, when the emergency is over and the farmers who have been working in the defense factories return to their farm, they may find a farm badly run-down or grown up to weeds, and they are almost sure to find the havoc left from the collapse of inflated farm values.

Probably the clearest picture of the problems involved in displacement and the relocation measures being taken by Farm Security and other agencies, can be obtained by examining in detail three areas: One where the problem is simply that of displacement; a second area where there has been little displacement but where a new defense industry has caused serious problems for the farm people in the surrounding countryside; and the third an area where displacement and new employment opportunities exist side by side.

HINESVILLE, GA.¹

The Hinesville project is a characteristic example of defense displacement and relocation activities, for three reasons: (1) All types of farmers, owners, renters, and laborers were displaced; (2) displacement is immediate and permanent—and there are no industries being developed to provide work for the displaced farmers; (3) at Hinesville the Farm Security Administration has worked out and put into action a long and varied list of relocation aids.

Near Hinesville, in southeastern Georgia 40 miles south of Savannah, the War Department is acquiring 360,000 acres of land in Liberty, Bryan, and Long Counties. The area was chosen for an antiaircraft firing range, based on Camp Stewart. Purchase of the area began last fall, and the original evacuation date for 215,000 acres was set for March 1, 1941. Later this date was revised, and the area will now be taken over piecemeal, with final occupancy delayed until October.

A survey of the area, made by Farm Security Administration in cooperation with other agricultural agencies, showed that in late 1940 a total of 713 families—nearly half of them Negro—were living on the land to be purchased. Included in the survey were 298 owner-operators, 40 cash renters, 75 sharecroppers, and 143 farm laborers. The rest were nonfarm families—shopkeepers, squatters, and people working in nearby towns.

Landowners, tenants, laborers, and nonfarm people—each of these groups faces special problems in trying to get relocated, as the following paragraphs will show. But all the families in the area face certain common problems. All of them have to find new homes, and all have to find some method of moving there. In addition, it must borne in mind that no sharp lines divide these groups from each other. Owners with little or no equity in their farms are, if anything, less well off than the more prosperous tenants, and the poorest tenants lead lives fully as hard as most of the farm labor group.

Owners.—The survey showed 158 white and 140 Negro owner-operators living on the area. Many of the white families had been living comfortably on the income from their farms. Some of them had large holdings of turpentine trees. Others had large cultivated tracts—one man had 100 acres in a single cornfield. Still others have specialty crops as their annual source of cash—two owners had been doing a thriving honey business. The Negro landowners were generally poor, an inherited home their only hold on security.

Many of the landowner families, as soon as they learned that their farms were being bought, decided to buy or rent another farm. But immediately they ran into difficulty. For one thing, even though land-purchasing methods

¹ For more detailed field report on this area, see below, p. 4743 ff.

have been streamlined and speeded up, it still required several months before the owners received their checks. Another trouble was that many owners had only a small equity in their farms and received but little cash from the sale. Farm land in the South is crowded anyway, and the increased demand for it forced values far above their normal levels. A fourth barrier was that the farmers had relatively little time in which to try to find new places before the spring planting season. Most of the Hinesville farmers were not sure they had to move until midwinter, and by that time most of the available farms were already leased through 1941.

To help these owners in their struggle to obtain new farms the Farm Security Administration set up a relocation office in Hinesville. Toward the beginning of November the county agents and Farm Security Administration supervisors from 23 counties in southeast Georgia were asked to inform the Hinesville office whenever they heard of farms for rent or sale. The scarcity of available farms was brought into bold relief when 21 counties reported only 300 farms.

The Farm Security Administration loaned farm owners the funds they needed to pay subsistence expenses and carry on farming operations until they received payment for their land. Farm Security Administration farm management specialists offered technical advice needed by the farmer in his selection of a new farm.

When necessary, Farm Security has also arranged shelter for the farmers' livestock until he is able to locate a new farm. And where farmers have decided to sell or abandon their livestock and tools, Farm Security Administration has spaced public sales to avoid "flooding the market."

When a displaced farm owner locates a farm and moves to it, the Farm Security Administration relocation office notifies the Farm Security supervisor in the county in which the displaced farmer has settled. The supervisor then visits the farmers, talks over his farm problems with him, helps him become acquainted in the new neighborhood, and if necessary offers him the farm aids available under the regular Farm Security Administration rehabilitation program. These include help in planning farm work along modern and efficient lines, loans for the tools and livestock necessary to carry on modern farming operations, and aid in adjusting debts down to a point that is within the farmer's ability to pay.

Tenants and sharecroppers.—The 115 renters and sharecroppers in the Hinesville area faced all the problems confronting the landowners and a few more besides. The landowner could usually expect to receive at least a little cash from the sale of his land. The tenant receives none at all. Moreover the landowner was at least used to a semi-independent way of living. The tenant was not. What little security he had came from his friendly relationship with the leaders of the community. This was based on a lifetime of acquaintance. It could not be easily reestablished in a strange neighborhood.

The most important aid which the tenants have received has been in the form of cash grants. These grants are made for actual moving expenses and for subsistence expenses—food, clothing, rent—until the family can get reestablished on a new farm. In addition the Farm Security Administration offered the renter the same types of aid received by the landlord: A list of available farms, technical advice in determining the value of a new farm, and after location on a new farm, regular rehabilitation aids. But because so many of the renters had so little equipment or cash, and because farms available for renting were even harder to find than farms for sale, this type of Farm Security Administration help did not mean as much to the renter as it did to the landowner.

Development of new farms.—For this reason the Farm Security Administration sought to bring further help to the displaced Hinesville farmers, and particularly the renters, through the purchase of raw land and the development of new farms and new farming opportunities. As a means of developing these new farmsteads the Farm Security Administration set up the "Hinesville Relocation Corporation," a nonprofit association organized under Georgia laws with the power to buy, sell, and lease land and carry on a variety of farming enterprises. With the aid of money borrowed from the Farm Security Administration, this Corporation has

purchased 19,000 acres of land near Hazelhurst, in nearby Jeff Davis County, Ga. At the present time temporary houses are being erected on this tract. The houses are prefabricated in sections at a mill, and shipped to the site where they are assembled at the rate of "a home an hour." On this land temporary homes can be provided for 125 families, most of them tenants, who have no place to go.

Hinesville families who are unable to locate new farms immediately are now moving into these temporary homes. During the coming year some of the families will probably be able to rent or buy farms in the surrounding area. Those who stay will be given jobs clearing and developing the land. Eventually the 19,000 acres will be divided into farms, new homes and barns will be erected on the new farms, and a farming community will be developed. Present plans also contemplate the carrying on of turpentine operations on a portion of the tract.

Not only will the Hazelhurst development provide permanent homes for a large number of the displaced families but it will also help them retain something they value just as highly—the friendships built up and cemented through years of close relations in the past. Hazelhurst will do what no other type of aid could do—help a community of people, who are accustomed to living together, move together to a new location.

The 143 displaced farm laborers at Hinesville are faced with still different problems. They receive no returns from the sale of land and, in addition, they have very few ties to the land or to farming in general. They have no tools, no livestock, and few possessions. For this reason many of these families quickly sought and obtained temporary jobs in the construction of the soldiers' quarters at Camp Stewart.

What these workers will do when construction of the camp is completed is not at all clear or certain. Farm Security Administration can give them subsistence grants, can help them find jobs, and if they are anxious to become full-time farmers Farm Security Administration can help them at Hazelhurst or some similar development. It is quite possible, however, that the wages received in construction work at Camp Stewart may remove all desire for farm work until that source of income is ended.

Nonfarm Workers.—Some of the nonfarm people present the most difficult relocation problems of all. In many cases, of course, their livelihood is not affected, and consequently the relocation problem can be solved by a cash grant to defray expenses of moving. But many of these people are living on small pensions or relief checks, or scraping together a living by getting occasional work near their homes. To remove them from their homes is to take away from them the one prop which maintained them above the starvation line, the only vestige of security they had in the world. Many of the nonfarm people should be welfare cases, but most Southern States have enough trouble supporting the families already on their relief rolls, without taking on scores of new cases. Farm Security can and does help the nonfarm families to move, and keeps them going by month-to-month subsistence grants; but nothing can be done for them on a permanent basis short of a permanent increase in employment opportunities which this type of defense project does not supply, and an adequate provision of relief money for the unemployables.

It is worth emphasizing again that there are many other areas like Hinesville, with similar problems and similar measures put into effect by the Farm Security Administration. What has been said above about the families at Hinesville could be repeated again and again in the other military purchase areas. (Detailed stories of other important defense displacement areas in the South will be found following this summary.)

RADFORD, VA.

Radford, Va., represents a situation almost opposite from that at Hinesville, Ga. Displacement plays only a small part in the picture at Radford. The major difficulties are the familiar boom-town problems of a huge new industry in a rural community.

At Radford the Hercules Powder Co. is erecting a \$25,000,000 powder plant which will employ between 4,500 and 6,500 people. As the town of Radford normally has a population of about 6,200, the new powder plant will enormously

extend both the economic operations and the size of the town. A great deal of this expansion will extend into rural areas.

Three major problems affecting farm people rise out of this situation: (1) The demand for housing is great, and the workers in the plant can afford high rents. Many of them will pay more rent for a farmhouse than a farmer can pay for the whole farm, thus displacing farm tenants. (2) Farm workers get jobs in the plant at high wages and either leave the farm or use the farm only as a place to live. In either case the farm suffers and the farmer has little or nothing to return to when his job in the factory is ended. (3) The boom-town results of the defense industry will bring prosperity to the farmers who continue to operate in the surrounding area either through increased local markets for farm products or through part-time or full-time jobs in defense industry. Then when the emergency passes and the factory is no longer needed, the farmer will be caught in the general collapse of inflated values.

The solutions to these problems are not at all simple. In the first place, rural areas need industrial development, and the added employment opportunities are more than welcome in the eyes of most low-income farmers. Thus the best solution would be one that guaranteed the continuation of employment at good wages after the defense emergency has passed. This type of solution, however, calls for long-range planning of a type that is beyond the present scope of the Farm Security Administration. As a result all Farm Security Administration types of aid have to skirt this basic issue and work out more immediate but somewhat less fundamental cures.

At Radford the major step, planned by State and Federal farm agencies through community farm and home boards and carried into operation by the Farm Security Administration, is a housing program designed to meet the need for defense housing, improve rural housing conditions, and avoid the possibility of a future ghost town.

The Farm Security Administration is accomplishing these three goals as follows: With funds allotted under the Lanham Defense Housing Act, Farm Security is letting contracts to private builders for the erection of 350 houses in the Radford area. The houses are modern structures with running water and baths; some will have two bedrooms, others three. Construction cost is expected to run between \$2,500 and \$3,200 per unit. Contracts have been let for the construction of the first 100 houses, on a single 40-acre site within the town of Radford.

This much is standard procedure. The location of the houses, however, is Farm Security Administration's contribution to long-range planning in the defense housing program. In addition to the Radford town houses, 150 will be built in the nearby town of Pulaski, and the remaining 100 will be located on farms in the nearby area which now have substandard housing.

By locating the houses where they can be absorbed at the end of the emergency, Farm Security Administration is contributing to long-range planning in the defense housing program. When the defense boom is over, the houses in Radford and Pulaski can be easily absorbed by those towns, and the houses located on farms will take the place of existing substandard farmhouses.

In such an area as Radford, the problem is not so much to give aid to people now, but rather to plan to meet later needs when this emergency economy ceases. Such steps as the planned housing program foresee obvious necessities, but the broader problem of readjusting the thousands drawn into industrial employment which is not permanent call for continuous study and planning in the next few months and years.

WILMINGTON, ILL.

The defense area near Wilmington, Ill., represents still a third type of defense project. Here, while a great deal of displacement is taking place, large-scale opportunities for employment are also being created. The problems in an area of this type are a combination of those found at Hinesville and Radford. In general, the displacement problem is temporarily softened by the large-scale demand for labor, while the Radford type problems exist in full force.

Briefly, the development of the Wilmington problem, to date, is this: On some of the best farm land in the country, a shell-loading plant, known as the Ellwood Ordnance Plant, and a powder and TNT plant called the Kankakee Ordnance Plant, are being erected. Approximately 45,000 acres are required for these two plants, and 300 families are being displaced.

Because many of the farmers in the area were in good financial condition, and because defense employment temporarily solved the problem of some of the tenant farmers, Federal Security Administration aid has not yet been needed to any great extent in the Wilmington area. However, land values have skyrocketed in the area, and the mechanization that has taken place during the past decade had already decreased the need for farm tenants, so Farm Security expects that its aid will be sorely needed before all the families from the Wilmington area are relocated. To this end, Federal Security Administration has 5,000 acres of farm land under option and is optioning additional land which can be purchased and subdivided into farmsteads for families unable to find permanent relocations.

A report of the Farm Security Administration regional office made on February 27, 1941, concerning the Wilmington area, summarized relocation progress as follows: "Three hundred farm families affected, 150 owners and 150 tenants; 52 owners have relocated by purchasing farms; 50 tenants have relocated by renting farms; 60 have been employed in defense industries; 36 have retired on own funds; 5 retired on Social Security payments; 97 unable as yet to relocate. So far Federal Security Administration has not been called upon to give temporary aid except to furnish information on available farms for rent and available houses for temporary shelter."

At Wilmington, as in most of the middle-western defense areas, secondary displacement has been an important factor—just how important it is impossible to judge. Many prosperous farmers have been displaced. They have the resources to purchase another farm immediately, and when they do, one or more additional farm families are displaced. Often a large operator, who buys another large farm with the money paid him for his old farm, displaces several tenants at a time. These farmers in turn try to buy or rent other farms, and other farmers are displaced farther down the line. The Farm Security Administration supervisor in one middle-western area reported that one farmer had displaced eight others; the first farmer, displaced from the defense area, bought a farm, the man whose farm was bought purchased another, the third man went and displaced a fourth, and so on to the eighth power. Not only does this mean disturbance for a large number of families, but often the family finally displaced is removed from the center of assistance, and it is difficult to trace him or for him to get assistance he needs. His chances of being forced into landless migrancy are thus multiplied.

In the Wilmington area the University of Illinois has also helped the farmers in their search for new farms by holding a 1-day school on soil types and other important factors that have to be considered in selecting farms in Will and adjoining counties.

SUMMARY OF FARM SECURITY ADMINISTRATION AID

The following list shows briefly the types of relocation aid which the Farm Security Administration offers to families displaced from defense areas:

1. Survey of the defense area, to determine just how many families are living there and what assistance they will need. This means finding out the actual number of farm families to be displaced and what their plans are for the coming crop year. It means assessing the volume of surplus farm labor among members of low-income farm families in the area, and the extent of wintertime unemployment among low-income families. It also means keeping tabs on the number of farms and amount of acreage being cavated or in prospect of being undermanned during the coming cropping season.

2. Help in finding a new home, through—

- (a) Collecting in a central relocation office a list of farms and homes available in nearby counties, for sale or rent. The office thus acts as a kind of go-between, bringing together the people who want to rent or buy and the people who have farms they want to lease or sell.

- (b) Buying new land, rapidly constructing temporary homes on it, and clearing the land for cultivation as in the relocation project at Hazelhurst, Ga. Some of the families who move to these temporary homes will find other places to live during the next year or so, and meanwhile they will have a place to live and paid work to do on the new project. For those families who want to stay on the new land, Farm Security Administration will build permanent homes and help the families rebuild the community they left behind in the defense area.

3. Help in moving out of the area through special cash grants. These grants are made to those families who need the money for actual expenses in moving themselves and their belongings from their abandoned home to their new one.

4. Help in getting started again after the family has moved, through—

(a) Grants for subsistence expenses—food, clothing, rent, etc.

(b) Loans to owners to tide them over until they are paid for their land.

(c) Operating loans for families who wish to continue farming; that is, the regular rehabilitation loans which may be used for the purchase of tools, seed, fertilizer, and any other equipment needed to carry on modern balanced farming operations.

(d) Full use of Farm Security Administration's voluntary farm-debt adjustment procedure.

5. Disturbance compensation.—Farm Security Administration has generally urged that tenants as well as landlords should get paid for having to evacuate their homes. This has sometimes involved setting up a kind of conciliation service, which acts as an intermediary between the landlord and the tenant and between the optioning agents and the farmers.

6. Help with livestock and equipment.—For families who will continue farming, Farm Security Administration supervisors arrange to board their livestock and store their equipment if there is an interval between the evacuation date and the time the family finds a new farm. For families who want to get rid of their livestock and equipment, supervisors arrange public sales jointly with others who wish to sell, thus drawing patronage from an area large enough to assure fair prices and allowing the control necessary to keep the market from being flooded.

7. Defense employment.—Farm Security Administration representatives have generally tried to get defense contractors to give priority in employment to qualified members of families displaced from defense areas.

8. Information to farmers on a variety of subjects: In each defense area, a central office is set up to which farmers can come to get information and help. In the case of displaced families, information about employment in new defense industries is made available. Where there seems to be danger of temporary industrial employment sucking needed farm people off the land, every opportunity is taken to point out the long-term advantages of continuing efficient operation of the family's farm. This, however, is not aimed to discourage the earning of supplementary income in industry by members of the family whose services are not needed to run the farm. For all farmers in the locality, an effort is made to inform them how to take advantage of the temporary prosperity resulting from the sudden increase in demand for truck crops, dairy products, and livestock products. Wherever possible, this latter type of informational work is followed by the formation of cooperative associations to finance curb markets for vegetables and other produce, or to set up new milk routes, or maintain cold-storage units.

FARM SECURITY ADMINISTRATION FIELD REPORTS ON DEFENSE RELOCATION AREAS

Below are narrative field reports made to the Farm Security Administration in February 1941 on several sample areas in the Southeast where defense land purchases have created relocation problems for hundreds of farm families who must find new homes. These reports were made from first-hand visits to the areas and reflect the thinking, problems, and complaints of people affected by defense displacement. These are only examples of many such areas in the Middle West and South and while local situations may differ in various areas, the basic problems are similar to those generally found in such areas. The reports reflect the situation at the time they were made and do not record developments since that time.

CAMP STEWART, HUNESVILLE, GA.

The War Department is acquiring 360,000 acres of land in south Georgia, nearly all of it in Liberty, Bryan, and Long Counties. This land is not all being purchased at once, but 215,000 acres are scheduled for Army use after March

1, 1941. No evacuation date has been set for the remaining acreage. The area was chosen for an antiaircraft base, known as Camp Stewart. It is in the form of an arc, with a radius of 15 miles from Hinesville as the center.

From the Army's point of view the area is ideal for this purpose. There is not a single railroad line, highway, or paved road in the entire area, yet there are two trunk lines running within a few miles of the area's boundaries. The land is generally level, so that it will be easy to lay out emergency landing fields. There is little fog, and the climate is suitable for year-round training. The report by Pearson and Allen that there is a large malarial swamp running the length of the project is gross exaggeration. One corner of the project is swampy, but the malarial rate does not seem to have been high. What drainage is done by the Army will remove whatever malarial threat there is, and will incidentally make available a large area of fertile farming land outside of the project.

When a survey was made of the area by the local agricultural agencies, it was thought that all of the 360,000 acres would be purchased this year. The canvass made on that basis showed a total of 713 families living in the area, of which a few more than half were whites. Later the Army announced that it would require only 215,000 acres this year, which meant that 586 families had to be relocated by March 1. (Time extensions have since been worked out.)

We can best analyze the population of the purchase area by outlining in turn the problems facing the landowners, the tenants, and sharecroppers, the farm laborers, the nonfarm people, and the squatters.

White owners.—The survey showed 158 white owner-operators living in the area. Many of these have been living comfortably on the income from their farms. Some of them have large holdings of turpentine. Others have large cultivated tracts—one man has 100 acres in a single cornfield. Still others have specialty crops as their annual source of cash—two owners have been doing a thriving honey business. This group of white landowners provided the leadership and the drive for the two mass meetings and the protests which were a feature of the Hinesville situation a month ago.

The white owners are faced with this problem: Those who wish to continue farming have to find new farms; they have to find some method of financing the purchase of their new farms; and they have to move there in time to start making a crop, which means February at the very latest. To find a suitable farm in the overcrowded South is no simple task at any time. It is made doubly difficult when the prospective buyer starts looking in the winter, after the autumn shuffle is over, and farmers are beginning to prepare for their 1941 crop. Even if the owner is fortunate enough to find a good farm for sale nearby, the chances are that its price has been boosted to take advantage of the sudden demand for farm land. And if perchance the owner finds the right farm at the right price, he finds that owing to Government delays in appraising his land and clearing the title, he will not get any money for his land until sometime after the Army has taken it over. He therefore has to borrow money to finance his purchase, so he goes to the local banker at Hinesville. Then he finds that the bank will lend him 80 percent of the sum he will eventually get from the Government—at 8 percent interest. One Hinesville owner borrowed \$500 for three months, and it cost him \$17.50. On the basis of all this and more, the landowners feel that they have legitimate cause for complaint. The methods and results of their organized protest will be outlined further on in this memorandum.

The small landowners face a further difficulty. Often their farms are so heavily mortgaged that their equity in their own place is little or nothing. One man said that a neighbor who was a small owner had killed himself by diving into a well, head first, when he found that after his debts were paid he would have nothing left.

Negro owners.—The 140 Negro owners present a very different type of problem. In a surprisingly large number of cases, the land held by these Negroes has been in the same family for three and four generations. On one farm we visited, a 65-year-old Negro grandmother told us she had been "born and raised" on that very spot. The standard of life of her family is low and

their cash income is meager; yet they had never mortgaged their land or their ramshackle house. "No, this place ain't got no papers over it," the ancient Negress told us.

As one of their white neighbors said, "When a Negro buys a piece of land, it's out of circulation." The tenacity with which these Negroes hold to their small farms appears to be a feature of this coastal section of Georgia.

These Negroes have had ample opportunity to observe the conditions of near-peonage which exist among their brethren on the turpentine plantations. For them their land is more than an expanse of dirt, more even than a home—it is a symbol of security and independence. They are poor, these Negro owners, but at least they have something they can call their own. Naturally these people are terrified to give up the land which to them means the difference between independence and economic slavery.

Many of them have been able to believe only with the greatest difficulty that what they have always looked to as the bedrock of their security is about to be swept away from beneath them. Not until the Army searchlights at Camp Stewart began to pierce the evening sky did many of these families realize that the whole thing was real, that they would really have to get off their land and leave their homes to the mercy of their Nation's soldiers. When they did realize it, they accepted the fact with resignation. "You can't 'rare up' against the Guv'ment," one cheerful Negro lady confessed.

When they did realize that the Army meant business, many of them spent all their savings to get another piece of land—not enough land to support a family by full-time farming, but enough to grow a few collards and feed a few chickens, and act as a backlog of security in an unpredictable world.

With the Negro landowners, as with the whites, one of the chief problems is the fact that they will get no cash from the Army until some time after they have been forced to move. Most of those who have bought small tracts of land now have nothing with which they can build on their newly acquired tract. Those who have not yet found places are often limited in their search by lack of transportation. They either have a car of their own, or they walk. By no means all of them have cars, and even to get out of the purchase area means a long walk.

Forty cash renters and 75 sharecroppers are being relocated from the Hinesville area. White and Negro tenants have common problems; indeed, their problems are shared by other tenants and croppers in defense areas all over the country. The first they heard about having to leave was late in the fall, and most of them were not finally convinced until the autumn color had gone and with it the chance to rent a good crop. Landlords in nearby counties have upped their rentals. Some are even demanding rents payable in advance, a condition wholly outside the normal pattern of the South.

A displaced sharecropper.—Take John Hendricks, 50 years old, short, red-eyed, and gray-haired. Born and bred in this very section of Georgia, he has been a sharecropper nearly all his life. For a little while during the twenties he owned a farm, but his cotton failed a couple of years in a row and he went back to sharecropping. In the off-seasons he has been doing a little day labor, using that as his main "cash crop." John Hendricks has a good farm; he likes his landlord and his landlord likes him.

He couldn't believe his ears when first he heard about the new Army camp. He had been down to little Camp Stewart; many a time he had watched the "if I old American Army" go through its horse-and-wagon antics. Then he saw the searchlights, saw that they easily reach to his home and beyond, and for the first time he began to grasp the meaning and scope of modern machine warfare. Then he knew he had to get out. The only question was, where? He looked around, and found what so many of his neighbors were finding—that farms which could have been rented for a song a year ago were now in the high-priced class. He found that his \$35 in cash would not go very far toward getting him a new home, particularly since some of it would be needed to feed and clothe his wife and his six children. He became more and more desperate, and desperation gradually gave way to the numbness of discouragement. For

every passing day brought him closer to two deadlines: The Army order to leave his home by March 1, and the law of nature that by early spring fields must be prepared and crops planted, else he would make no crop at all in 1941.

Most of the tenants have lived all their lives near Hinesville, and are understandably hesitant about leaving their home, to seek their living in strange lands among strange people. Moreover, these tenants have always looked to their economic and social betters for leadership; and at Hinesville, the most prominent landlords and merchants and preachers were defiantly standing their ground, holding mass meetings, sending protests to Washington. Both these influences have created confusion in tenants' minds and delay in their plans for moving.

Farm laborers.—The 143 displaced farm laborers are in a very different boat from John Hendricks and his fellow tenants. Some of them—for example, the 50 or 60 who live in the area and work on Henry Ford's "model" plantation at nearby Ways Station—have jobs not affected by the 360,000-acre purchase. But the majority of them are turpentine workers, who for numberless years have been slashing the faces of numberless pines for miserable daily wages. At first, everybody thought that these workers would have difficulty getting jobs. But turpentine operators have come into the area looking for cheap labor, and have actually found the workers reluctant to go back to turpentine if they could find anything else at all.

The construction of Camp Stewart provided many of them with temporary jobs, at union wages. Some of the tenants have been similarly favored, and forgot their desire to make a 1941 crop. After all, if you can get \$20 a week at common labor, and as much as \$8 a day for simple carpentry work, it seems pointless to struggle all year to make \$100 cash out of an inadequate cotton allotment, or 50 cents a day working turpentine. The men who "got on" at the camp have naturally been anxious to stay in their own homes as long as their jobs last, since housing in the Hinesville area has been at a premium. The urge to work as many hours as possible at defense wages wiped out any previous idea of getting established in a new home somewhere else. As these men are laid off, they begin to show an interest in relocation plans—but before then, no amount of interviewing can stir that interest.

Nonfarm families.—The nonfarm people present a variety of individual problems. There are merchants—the Gooden brothers, for example, who run a general store in the little village of Willie. They plan to stay there as long as possible—there is just a chance that some of the customers might pay off some of their due bills, and in any case they are going to get rid of all their stock when they move out, so why not stay to sell some of it. There are the families whose menfolk work in mills, stores, and similar jobs in nearby towns. Their problem is to find a new home within commuting distance of their job. And there are the widows—lots of them. For some reason there is a surprisingly large number of widows living in the Hinesville purchase area with no visible means of support except perhaps a small pension. To relocate them is a thorny problem, for in many cases their neighbors have been taking care of them. When this neighborly charity and support is swept away in the turmoil of relocation, their very ability to stay above the starvation line is placed in serious jeopardy.

Most of the nonfarm people need just as much help in getting relocated as the farmers do. In discussions of relocation activities, the nonfarm group is too often forgotten or relegated to the background. However, some of them need help more desperately than the farm people, for they have neither the land nor the skill to grow a part of their own subsistence. If they don't have cash, they don't have anything.

Two types of squatters.—Ever since the problem of defense relocation has become a popular newspaper topic, there has been a great deal of loose talk about "squatters." In some peoples' minds this word seems to be a synonym for "miscellaneous residents of the area"—that is, the word "squatter" is applied to anybody who cannot readily be classified in some other way. Sometimes it is even used to designate the whole nonfarm group. In any area which is a home for several hundred families, there will be many who can be classified only as "miscellaneous" in a Government report. Consequently the squatter problem has been magnified out of all proportion to its true importance.

There are two types of squatters in the Hinesville defense area. There are a few real squatters—people who have no right or title to the land they are occupying, and who are used to moving around, seeking temporary homes on abandoned land. There are other families, which might be called defense squatters. These are people, mostly workers on the camp construction, who move into farm homes on the purchase area, after their regular occupants have moved somewhere else, and before the Army comes in and takes over. They want to live in the area only because it is close to the camp site, where their temporary jobs are.

Nobody seems to worry much about these uninvited visitors. They will move out soon enough when the Army starts shooting. This is a natural attitude: but the very presence of these squatters is an indication of two serious problems: Their own desperate circumstances and the lack of adequate housing in the area. It is worth suggesting that both of these problems are proper concerns of a people's government.

None of these people, from owners to squatters, have been officially notified by the War Department that they must move. Most of them first heard about the proposed antiaircraft base through word-of-mouth rumors.

Then on December 6, less than 3 months before the March 1 deadline which was finally set, an article signed by Congressman Hugh Peterson appeared in the Savannah Morning News, accompanied by a map of the proposed area. Sometime after that, each of the families covered in the survey received a mimeographed letter, signed by the county agent and by Charles B. Earnest, Farm Security Administration supervisor who had been placed at Hinesville to do the relocation job.

The letter from the relocation office made clear to the families that they were expected to be out of their homes by March 1. The letter also invited all the families to come to the relocation office on a certain day and "a representative of the Farm Security Administration will explain the assistance available." This letter acted as an official notice that the families had to move.

Protest meetings.—Before describing the actual relocation activities by Farm Security Administration and other groups it will be worth while to say something about the protest meetings which were held in the area. The first mass meeting drew 500 people, mostly members of landowning families, half of them Negro. A committee was appointed, consisting of 4 of the white landowners. In the space of 24 hours' work, they collected 900 signatures on a petition to the Government and then travelled to Washington to bring it to the attention of the proper authorities. There is no indication that they really made much of a dent in Washington with their petition, but at least they considered that they had stopped the Army from placing their antiaircraft base at Hinesville.

At that point a group of businessmen from Hinesville and Savannah entered the picture. Presenting themselves as the true representatives of the residents of the area, they went to Washington and persuaded the War Department that the area's residents had changed their minds since the other delegation had filed its protest. This is the story told us by the Hinesville landowners. Their feeling was very bitter—they felt that they had been betrayed by their own townspeople for the sake of a profit grab.

At the time of the protest meetings, there was a great deal of misunderstanding about the people who were sponsoring the protest. Somebody got the idea that a group of businessmen and lawyers from Savannah were promoting the protests in order to get the fees which would come from representing the landowners in the area. As a matter of fact, the situation seems to have been just the reverse. The landowners did their own representing, and actually were bitterly antagonistic to the businessmen in Hinesville and Savannah who had promoted the idea of a Hinesville camp, and had opposed any attempts to have it put somewhere else. Their bitterness was doubtless increased by the fact that the Hinesville banker who was charging them 8 percent was also one of those who had been most active in promoting the Hinesville camp location.

By February 11, when we visited the area, the protest had died down—not into nothingness, but into a smouldering resentment. At that time much of the land had not even been appraised; the owners knew that it would be months before they got paid for their land, and that they would get no disturbance compensation of any kind. Moreover, such appraisals as had already been made were considered to be unjustly low. One of the leaders of

the protesting group, Marcus May, expressed it thus: "Something's wrong when a man can get \$8 a day from the Government for carpentering when he's never done any carpentry work in his life, except patch a roof or mend a hogpen; and they'll offer the same man \$9 an acre for his land." "Seems too bad," another landowner, W. H. Porter, ruminated, "for one part of the Government, like the Agricultural Adjustment Administration, to be trying to help folks, and for another part of the Government to try to ruin them."

Now, what specifically has been done to try to relocate the 586 families who have to be off the reservation by March 1?

The bulk of the work has been done by the Farm Security Administration, so we will start with its various contributions. As soon as the survey was completed and the mimeographed letter sent out, farmers started to come into the relocation office to talk about future plans and look over the list of farms for rent and for sale which had been collected. By the 11th of February, 437 families had been interviewed in this way and 252 of these had made definite plans for moving.

The rural South is overcrowded with farm people, so that to get a substantial list of available farms the relocation office had to go pretty far afield. Toward the beginning of November, the county agents and Farm Security Administration supervisors from 23 counties in southeast Georgia were called into a conference and urged to inform the Hinesville relocation office whenever they heard of farms for rent or sale. Altogether, more than 300 farms were listed in 21 different counties.

But the problem did not end with the listing of farms. Many of the listed tracts are far from the Hinesville area and the families cannot afford to make the long trips necessary to visit them. On top of this, most of the farms concerned are already occupied; the relocation of families on such farms simply displaces other families, and the total displacement problem has not been touched.

In spite of these difficulties, a good many families have been relocated by referring them to the listings. In several cases, a family went to look at one farm and found another farm in the same community which it liked better. Thus the listed farms were not only prospective homes; they served also as "leads," to get the family out looking for a new home on its own.

Moving expenses.—The vast majority of the Hinesville families were unable to pay their own moving expenses. For these families Farm Security Administration is providing "moving grants." There are a number of private truckers who are themselves having to move out of the defense area; and to each family which says it wants to move, the Farm Security Administration supervisor gives a list of these truckers, suggesting that these people are their neighbors and need help just as much as the farm families. When the bill for trucking comes in, a grant is made to the family for the amount shown.

Where the family manages to do its own moving, grants have sometimes been made anyway, on the basis of what the job would have cost them if they had had it done by somebody else.

The grants have not been limited to moving expenses. In many cases a family not only lacks the funds to move but does not even have enough cash to live on until it can start growing something in its new garden or until one of its members can get a job near his new home. In such cases subsistence grants have been made for periods of a month at a time. By February 11 grants had been authorized for 204 families. Counting both moving and subsistence grants, these 204 families were being given \$11,445, or an average of \$56.10 per family. No subsistence grant so far has been more than \$15.

After a family has moved, it is often unable to make a satisfactory living without outside assistance. This is particularly true of those farm families which move so far away from their old homes that they have to learn an entirely different type of farming; but most tenants and not a few small owners need some type of aid to help them get back on their feet in their new location. In these cases the families are referred by the relocation office to the Farm Security Administration supervisor for the county to which they move. Many of the families are eligible for rehabilitation loans and grants, and the county supervisors in nearby counties are supposed to make a special effort to help families displaced from defense areas. One of the most im-

portant jobs of the relocation staff is to follow up the "refugee" families and make sure that they are given whatever assistance they need.

Nonprofit corporation.—For the farm families, especially the tenants, who are unable to find new farm homes, Farm Security Administration has set up the Hinesville Relocation Corporation. This is a bona fide nonprofit corporation, organized under Georgia laws, with Farm Security's regional director, assistant regional director, and Georgia State director as its officers. It has wide powers. It can purchase or lease land and resell or re-lease it. It can set up a variety of businesses, plants, and industries, carry on dairying and other agricultural enterprises, and operate schools. It can (and will) borrow money from the Farm Security Administration. Its budget of \$2,006,940 has already been approved by the Secretary of Agriculture.

The main activity of this corporation to date has been to acquire 18,000 acres of land in Jeff Davis County, near Hazelhurst, Ga., and begin developing it to take care of whatever families do not find places elsewhere. Prefabricated houses are being built on this land at a total cost of less than \$800 per unit. This will give the families a place to live temporarily. On February 11 eight families had already signed up as prospective occupants of these houses, and more were signing up every day.

The long-range idea behind this project is this: Some of the families who move to Hazelhurst to get out of the way of the Army's guns will find some place to go within the next six months or a year. While they stay on the Hazelhurst project, there will be plenty of paid work to do—some turpentine and a lot of work clearing the piney woods and making the land ready to grow crops. Some of the families will doubtless elect to stay on the project. For them houses will be built and farms laid out, and the project will be developed in much the same way as the numerous resettlement projects which are now managed by the Farm Security Administration. Later on, qualified tenants will be given an opportunity to buy the lands on which they have been living, through a long-term lease-and-purchase contract with the Government.

The Hazelhurst plan will be a great help in meeting the emergency created by the Army deadline. But it will do much more than that. For it does what no other type of aid can do: Helps communities of people, who are accustomed to living together, move together to a new location, so that they do not have to start completely from scratch in their new community. One of the first men in the Hinesville area to decide to go to Hazelhurst was old Brother Edwards, an ancient preacher of the Missionary Baptist faith, and once the leader of the best revivals in this country round here. He had heard about the project, strange to say, from the man who read his gas meter, who happened to be a brother of the county Farm Security Administration supervisor. Once Brother Edwards, with his reputation as a good old man, had decided to go, John Hendricks went to see the place and also decided to try it. At the time we were in the area, several others were on the verge of making the same decision.

"Reckon It'll Work Out."—We had an opportunity to study Hendricks' reaction to the project, as we were at Hazelhurst when he was brought up to look over the houses, and visited him afterward to ask him what he thought of it. He was not enthusiastic about the houses themselves—he was a little skeptical of any house which was put together in the space of a single day. However, "Beggars can't be choosers," as he put it. He hoped to persuade others in his neighborhood to go to Hazelhurst too—indeed, he and some friends had had an earnest discussion of the question the previous night. "I reckon it'll work out—be just about what we make it, I guess." He seemed to realize, a little dimly, the possibilities of the project as a community. Nor did he need to be sold on the virtues of the Farm Security Administration "live-at-home" program. He showed us 400 quarts of food which they had canned, and waved his hand at their little garden: "They can't do too much gardenin' up there fur me."

Present plans at Hazelhurst contemplate taking care of 90 families by March 1. These plans, it is believed, will provide either temporary or permanent homes for all the tenants who do not find places elsewhere. Some former farm laborers will also have a chance to make a new start, with new opportunity at Hazelhurst. Options have already been taken on other tracts of land near Hazelhurst, and if necessary prefabricated houses can be built on a few days' notice, to provide for more than the planned-for 90 Hinesville families.

The landowners also present serious problems, as I have mentioned above, but on February 11 no solution for them had yet been found. Many of the Negroes have bought land, and the relocation supervisor has suggested that prefabricated houses be built for them and the cost advanced to the Negroes as a long-term loan. This plan might fill a temporary need, but the house would be built on a farm unit too small to produce a decent standard of living through full-time farming.

The white landowners have likewise received no Government help as yet. The procedure for acquiring their land has been streamlined by Department of Justice lawyers, but it will still be several months, from all indications, before they get to look at a Treasury check. The obvious place for them to turn for intermediate financing is to their local banks, but the idea of paying 8 percent, when they can give a Government promise to pay as their gilt-edged security, seems to them outrageous. Farm Security Administration will probably advance money to these landowners, on the basis of what they would get for their land at Hinesville. (This has since been done.) A mortgage would then be taken on whatever they purchased with the loan money, and an attachment would likewise be taken on their forthcoming Government check. Little or no supervision would be given in these cases, and it does not seem to be contemplated that Farm Security Administration would take these owners into its regular rehabilitation or tenant purchase programs.

Because there is nothing that Farm Security Administration can do for them on a permanent basis, the nonfarm people in the long run present the most serious relocation problem. The Farm Security office can help these people find a new home, pay the expenses incurred in moving there, and keep them from starving while they seek some way to earn a living. The people who already have jobs are not in question; but the widows and others who have no visible means of support, as well as those who are temporarily out of a job, are really problems for the State welfare agencies. However, the State relief and welfare departments are more than usually starved for financial support. The solution for the widows and other destitute nonfarm people is not yet in sight.

In general the relocation of families from the Hinesville purchase area seems to be going well enough to get nearly all the families off the area by March 1. The people who should be welfare cases present a problem, as do the landowners. However, the people who are Farm Security's most direct concern, namely, the low-income farm people, are being well taken care of by the various types of aid which have already been authorized.

FORT JACKSON, COLUMBIA, S. C.

Twenty-four years ago, families were moving to get out of the way of an expanding army which swelled the narrow boundaries of Fort Jackson and spilled over into the surrounding farms and homes. After the World War the camp shrank again to normalcy, but today it is reaching out once again. Reserve officers and selectees have to be trained, the new army has to have elbow room. So the Government is taking over 26,000 acres surrounding Fort Jackson near Columbia, S. C.

The whole displacement problem at Fort Jackson has been handled better by the Army than in any other of the 10 defense areas which I visited. Perhaps it was because they had gone through it before, perhaps because the Department of Justice hired a clever local lawyer to handle their end of the acquisition process. In any case, the displaced families in Columbia County have had longer and more official notice than those on any other defense area in the South.

In some measure this is traceable to Yancey A. McLoed, the Department of Justice agent. McLoed is a Columbia lawyer, a southerner with a clipped, efficient manner of speech and a flare for direct action. Ordinarily the "declaration of taking" is about the last step in condemnation proceedings. McLoed reversed the procedure, had a declaration of taking filed before anything else, even before the appraisers and surveyors went to work on the land to be purchased. This gave the Government the right to enter the premises at any time, and provided the legal basis for giving the families due official notice that they would have to move. The novel procedure did two things at once: It avoided the situation which developed at Hattiesburg, Miss., and Spartan-

burg, S. C., where the Army started building camps and clearing land before it had legal authority to use the land; and it avoided the uncertainties about the Army's intentions which have hampered the relocation work in so many other areas.

A judgment in favor of the declaration of taking was filed on October 17, 1940. Beginning in early December, a United States marshal personally served on every family in the area a notice that it would have to evacuate by March 15, 1941—except for the small rifle-range tract on which clearing work had to begin on February 15. When a family had thus been given legal notice that the Government intended to take over its land, a post was placed in the ground in front of its house, with a printed number corresponding to the number of the tract of land. The post was there as a daily reminder that the deadline was getting closer every day.

There were other reminders, too. In February soldiers had already begun to move into the camp and every day they were maneuvering in the woods and on the little country roads, camouflaging their great trucks with twigs of pine and moving uncertainly through their allotted paces.

Absentee farmers.—The 186 families on the Fort Jackson project are a very different group from those in most of the other defense areas. At Hinesville, at Anniston, at Childersburg, and at Little Rock the families are being displaced from farms for the most part; but at Columbia, less than a third of the families are farm families in any meaningful sense of the term, and only 33 of these are cash farmers. Among all the displaced families there are only 15 who live entirely from farm income. A typical farm owner has a job somewhere in town, and leaves a day laborer or a sharecropper to take care of the farming operations.

Most of the families in the area are supported by town or city income—or by relief check. There is one group of 5 houses where 5 Negro families live. Each family has 1 member with a nonfarm job. One worked with a highway maintenance crew, another was caretaker for an Army officer, and so on. Another family interviewed had been supported for years on Work Projects Administration and Civilian Conservation Corps money. The man of the family had been on Work Projects Administration for several years, with a couple of short periods off the rolls to do obeisance to the 18 months' rule. In addition to the people living on small lots and working in town or city, there are 25 subsistence farmers who have garden plots but whose cash crop is a job with a weekly pay check.

The people have been generally very anxious to try to find places to go, in contrast to some other areas, where people have been hesitant about leaving, either from anger against their Government or fear of an unknown future.

Part of this cooperative attitude can be traced to the fact that the people soon to be displaced were well aware of what was going on. It had all happened once before, for one thing. The people were accustomed to having a military camp nearby—and it was not a new mystery to them. The communities of displaced families were not as isolated and self-sufficient as, for example, at Hinesville or at Camp Robinson. They were even less isolated when the soldiers of the new Army began to fill the woods around them with the spirit of mechanical warfare. "We've got plenty company now," laughed an old Irish woman who lived by herself for 10 years in a little weatherbeaten house among the trees.

Four surveys.—The relocation work at Columbia was started on November 7, 1940. Four complete surveys have been taken of the Fort Jackson area, and each time more families were found. The first survey showed 155 families living in the area. In January 165 families were counted. A February survey raised the number to 174, and a later check upped this figure to 184.

During the first survey, the Farm Security Administration people had no idea what they would be able to offer the families who were soon to be displaced from the area. They had to ask a lot of questions in order to fill out the comprehensive-survey form, but when the families started to ask questions about what help they would get in finding a new home and moving there, the supervisors could say nothing.

However, by the time I visited the area on February 14, grant checks averaging \$29 each had gone to 134 families. The average check is small—just enough to cover moving expenses and bare subsistence if needed. Its smallness is emphasized by the widespread story that, during the last war, the Army paid each family a flat

\$100 for moving expenses. However, the grant checks are not so small that they are ignored by the families. Many who had already moved themselves came back to the Farm Security Administration office to ask for reimbursement—and got it—on the basis of what it would have cost them to move if they had hired a truck.

Military camps expanded.—While the families were looking for new places to live and the relocation work was going ahead, the military camp at Fort Jackson was being greatly expanded and the rifle range was being cleared. So there have been plenty of job opportunities, and scores of people from the area had jobs on the camp construction. For the displaced families, these jobs meant sorely needed cash; but they also meant that the earning, healthy members of the family had no time to get out and look for a new home. Indeed, while the jobs lasted, the families did not especially want to move, since their present home was close to the camp site and their new home would presumably be some distance away.

The temporary employment at the camp, and the boom atmosphere generally, had drawn many a farmer away from the land. There were five Farm Security Administration borrowers living in the area and, of these, three have decided to leave farming and do public work. When a man can make defense or boom wages, there is no reason for him to scrape away at a piece of land, 16 hours a day, for a couple or three hundred dollars a year.

Every other indication shows that the trend is away from farming in Richland County. Not a single application for a Farm Security Administration rehabilitation loan has resulted from the displacement of 184 families in the county. Only one case of secondary displacement, which has been such a serious problem in other defense areas, has been reported. By February 14, out of 140 families which had made arrangements to move, 61 families planned to get a house and lot, rather than a farm. Although there is a project under way for a South Carolina Relocation Corporation, and supervisors in adjoining counties were instructed to look for available land which the Government might buy, it has now been found that there will be no occasion to use the corporation in relocating the displaced families in the Fort Jackson area.

The displacement problem among the tenants in Calhoun County has been aggravated by the fact that some of the displaced farm owners are able to buy farms, thereby displacing other renters in the vicinity. Moreover, it is not only the tenants who are without resources. Most of the families who own their own land have very little equity in it—they are deep in debt as a result of 2 years of bad crop failures. They will therefore be able to turn into cash very little of the money which the Government will eventually pay them for their land. An owner whose farm has been taken away, and who gets little or nothing for it, is in just as bad condition as a tenant who gets no compensation for having to move away.

Some of the tenants and small landowners have been able to get relocated by renting or buying farms listed through the Farm Security Administration relocation office. In Calhoun and four of its neighboring counties (Etowah, Cherokee, St. Clair, and Talladega) 390 sale opportunities have been listed, and 145 parcels of land have been offered for rent in the same area. By the 7th of February, 85 families had rented farms and 26 had bought farms in Calhoun and nearby counties. However, not all will be able to get places in this way. Most of the choice spots have long since been "spoke for," and nobody has had the authority to control the raising of land prices and rentals by outside landowners who see a chance to profit from the misfortune of the displaced families. The Relocation Corporation, in addition to helping directly many of the families who have not been able to find places elsewhere, may also help others indirectly. The Corporation will be in more or less direct "competition" with the surrounding landowners for the families in the Anniston area, and this may serve to force down the prices and rentals on land in Calhoun County and vicinity.

On the Anniston area are 90 nonfarm families. Some of them have regular work at the thousand-and-one "pipe-shop" foundries for which Anniston is famous. But most of them are poor people, who get a little work now and then, and are on and off the rolls of the county welfare board and the Work Projects Administration. Eight of the 90 families are receiving direct relief from the welfare board, and the board is assuming the responsibility for relocating them. There is little that Farm Security can do for the nonfarm people on a permanent basis. However, they can be helped to find a new house to live in, perhaps with a garden patch, and also helped with grants to move and to live until they find a job of some sort.

CAMP CROFT, SPARTANBURG, S. C.

The Army is building an Infantry replacement center near Spartanburg, S. C. In this center, known as Camp Croft, the new selectees will be brought for a period of 13 weeks, for basic training in maneuvers and the use of small arms. Construction is already in progress on a 2,000-acre cantonment tract, and 15,000 additional acres will be purchased.

When this camp was first projected there was considerable competition between Spartanburg and Greenville as to which would get the camp. The Spartanburg Chamber of Commerce was very active, and finally a joint committee of the county and the city made a contract with the War Department under which the local governments would appraise, acquire, and survey all the necessary land. In the contract was a provision that the Government would not have to pay more than \$450,000 for the land and all the technical services connected with its acquisition. The city and the county agreed to pay any expenses incurred in addition to the \$450,000. At the same time the Government agreed to sell the land back to the local people after the emergency. The price for this resale was set at \$200,000. Acquisition of the land was to be in the hands of Baer & Gantry, real-estate agents.

Naturally the real-estate agents have been concerned to keep the total cost of the land well within their limit, so that the local governments will not be forced to pay any supplementary expense. Apparently this is going to be difficult. The land itself will probably be appraised at nearly \$450,000, and in addition the local agents have agreed to do all the abstracting of titles and all surveying. The real-estate agents have therefore attempted to get each owner's land at a bargain price. This has caused considerable resentment in the area to be purchased. Many of the people who are most resentful are large absentee landowners who also live in the town of Spartanburg and can fight influence and prestige with more influence and prestige.

On December 9 the Army moved into the 2,000-acre cantonment tract and started building a camp, despite the fact that no declaration of taking had ever been filed. The declaration of taking is the first step in condemnation proceedings, but no such declaration had been filed on December 9. This action increased the resentment of the people in the area.

Most of the people living on the 2,000 acres were tenants, but two members of the protesting landowner group had large holdings in the cantonment area. The tenants moved off with alacrity, but the few owner-operators stayed there definitely until the Army built right up to their front doors.

The resentment which has been created seems to be principally directed against the local people. There is considerable feeling that the townspeople are betraying the country folk. This attitude is similar to that found at Hinesville, Ga., among the protesting landowners. Thus the Federal Government has not borne the direct brunt of the bad feeling. The general attitude was expressed by one of the large landowners: "If only we could deal with the Federal Government directly."

Rumors of evacuation.—Rumors of the impending evacuation have been current since fall. Months before it took over the job of relocating all the families, the local Farm Security Administration office undertook to move its 15 rehabilitation borrowers in the area. This decision by the county supervisor was based on conversations with members of the chamber of commerce, but it was in line with the supervisor's policy of trying to get borrower families moved off the poor lands in the county. As of February 15, only one Farm Security borrower was living in the area.

During the fall, landowners received a kind of official notification when the Government took options on land throughout the prospective area. Most of the landowners seemed to have told their tenants about these options so that the tenants had some warning that they might have to move before making another crop. However, the War Department did not officially notify any of these people of its decision to buy 17,000 acres in Spartanburg County.

On January 1 there was a general announcement in the local paper that the Army wanted to buy land and the tentative boundaries of the purchase area were published. Included in the announcement was the appointment of Baer & Gantry as purchasing agents. The "declaration of taking" for the 2,000-acre tract was not filed until the middle of January. By that time the Quartermaster Corps had been building on the cantonment tract for more than a month.

The whole firing-range area used to be very good farm land, and many well-to-do families once made their living from farming operations there. Its history repeats that of Greene County, Ga., where the boll weevil, soil erosion, and crop failures have reduced the farm people to destitution. What has happened in this part of Spartanburg County can be seen in the history of the Foster family. Two generations ago the Fosters were large landowners, had a fine two-story house, and owned their own grist mill down near Foster's mill bridge. Neglect of the land and the tragedy of the boll weevil reduced this family almost to penury. James Foster is now a standard borrower under the rehabilitation program. The grist mill has been lost, the family house has been abandoned. It is not that the Fosters lacked ambition, for James is described as "one of the best borrowers" in the county. Their story is the story of many another family in the land of King Cotton—the story of cash cropping and erosion and natural disasters. There are in Spartanburg County many old deserted houses to remind these families of their departed prosperity.

Region thickly settled.—Nobody knows how many families were living on the area before it was chosen as the site for a military camp. The published estimate is 200, but Farm Security Administration Supervisor Simpson believes there are more than that. The 17,000 acres being purchased by the Army are thickly settled. A large number of families living in farm homes are not actually supporting these homes on farm income. Particularly now, as a result of the defense program, many local men are able to get work on the construction of Camp Croft and thereby decrease their dependence on what the land can produce.

As in many other defense areas, there was little thought at first about the needs of the people who would be displaced. Nothing was said about this problem in the contract between the Government and the local people. At first most of the residents simply could not believe that they had to move out of their homes. One family still believes that the range area will not be needed, as "the Army is going to use wooden guns." The lack of definite word about the boundaries and the failure to set any specific deadline for moving out added to the confusion and the crescendo of resentment.

One factor has been extremely important in creating an unwillingness to leave the area. Last year was one of the best crop years that Spartanburg County has ever seen. One 15-acre cotton field which had never made more than 7 bales grew 15 bales of saleable cotton last year. People in the area forget all the bad years and remember only last year's bumper crop. This makes them particularly angry at the thought of having to move out of their homes.

On February 13, 1941, the Farm Security Administration was given the job of relocating the families displaced from the area to be purchased. No official deadline has been set, but unofficially it is expected that firing will start on or about March 24. This leaves the county Farm Security Administration office with very little time to do the relocation job. A survey was started on February 14 and should be finished within about a week, but the county office is handicapped by lack of personnel, owing to the demands of influenza and the local draft board on its supervisors and clerks.

Problems of relocation.—Because the survey is not yet complete, there are no accurate figures regarding the families in the area. However, some of the problems which will have to be met have already become obvious. One of these is the difficulty of finding land. Census figures indicate that this section of South Carolina showed one of the largest increases in population in the entire country and Spartanburg County is especially crowded. The good land is more than filled up. Because he could not find decent farms in Spartanburg County, the Farm Security Administration supervisor had to transfer four of his borrowers from the area to farms in Cherokee County.

Another difficult problem is the fact that many of the residents of the range area have already moved out and their former neighbors seem to be the only source of information as to their whereabouts. It is relatively easy to keep track of the landowners, as the landbuyers are dealing with them and have their addresses. However, the tenants and other displaced residents sometimes cannot be found at all once they have moved. The relocation job which the Farm Security Administration has undertaken does not end with moving the families off the land so that the Army can use it. More important than this is the "follow-up," which involves

making sure that of the displaced families is making a satisfactory living in the new location.

There seems to be quite a large number of families in the area who are not making any money from farming but have jobs in the city or surrounding towns. Farm Security Administration has undertaken to help all of these people who need help. Of course there is nothing in the regular Farm Security Administration program with which to give them permanent aid, but grants can be made for moving expenses as well as for month-to-month subsistence needs.

One of the chief functions of the Farm Security Administration in the Spartanburg area is to reestablish confidence in the good will and fairness of the Federal Government. If the Farm Security Administration can do a good job of relocating the families which are still in the area, it will have done much to show that the same Government which demands sacrifices can be trusted to demand fair play as well.

CHILDERSBURG, ALA.

A \$52,000,000 Du Pont powder plant, spreading over 28,000 acres of farm land, will soon take form north of Childersburg, Ala. When the plant begins to operate, it will have displaced 321 families, nearly all of them from farms.

Childersburg is in Talledega County, next door to Calhoun County where 342 families have been pushed off their land by the expansion of Fort McClellan. Basically the two areas present the same problems. Of course, a majority of the Anniston families were white, while 73 percent of the Childersburg group are Negroes; but in both places the purchase areas are predominantly farm land, and the proportion of nonfarm people is low—much lower than it is, for example, at Hinesville or the defense areas in South Carolina. In both areas there are a large number of tenants, forming by far the largest single group of families. In both there are a large number of small owners who have so little equity in their own land that they will have almost nothing when all their debts are paid. In both areas, the problem is aggravated by secondary displacement, when the wealthier farmers buy farms and displace poorer tenants in the vicinity.

In some ways it will be much more difficult to relocate the Childersburg group. For one thing, there seems to be more really low-income people in the Childersburg area than there have been at Anniston. The proportion of Negroes is higher. So is the proportion of Farm Security Administration borrowers; twelve of the white families and 64 of the Negroes are operating under the Farm Security program.

Secondly, there is the time factor. The relocation work has been under way at Anniston for a couple of months now, and a large number of the farms originally listed as available for sale or rent have been snapped up by the Anniston families. This makes it just so much harder for the Childersburg families to find places in nearby counties. Besides, the Childersburg project broke so late that the families have almost no prospect of making a crop in 1941 even if they do somehow manage to buy or rent a farm on short notice.

Rents go up.—The whole boom-town atmosphere in Talledega County, based on the money everybody hopes to make from the establishment of the Du Pont plant there, militates against the orderly relocation of the displaced families. Everything is going up—prices, rents, hopes. It is true that there are a large number of farms listed for sale in Talledega County, but most of them are large farms, quite beyond the reach of the ordinary family-type farmer. The whole of Talledega County is crowded with people—job seekers, construction workers, hangers-on of various kinds. There is not adequate room for all of these, let alone 321 families displaced by the Government purchase of land.

The routine of relocation was the same as that described in my memorandum on Anniston. To begin with, meetings were held in the area, conducted jointly by Federal Security Administration, Bureau of Agricultural Economics, and Extension. As in most of the defense areas, this was the first official notification which the families received that they would have to leave their homes to make way for the defense program. At these first meetings the Farm Security supervisor

stressed the fact that relocation was an individual problem with each family, but that the relocation office was there to help the families in any way it could. Then the survey was taken.

ANALYSIS OF SURVEY

An analysis of the survey follows:

	White	Colored	Total
Owners.....	32	60	92
1/2-1/2 sharecroppers.....	7	36	43
Cotton rent.....	6	31	37
1/4 share rent.....	10	26	36
Standing rent.....	17	35	52
Farm laborers.....	5	39	44
Squatters.....	3	3	6
Work Projects Administration.....	0	2	2
Merchants.....	2	0	2
Unclassified.....	5	2	7
Total.....	¹ 87	² 234	321

¹ Or 27 percent.

² Or 73 percent.

During the week following the survey more meetings were held in the area to explain in detail just what help was available through the Farm Security Administration, in the form of loans, grants, and help in finding new homes. A branch of the Anniston relocation office was set up in Talladega, and a system worked out between the two offices for the exchange of information about farms for sale or rent. H. K. Payne, who was handling the Anniston problem, was also placed in charge of relocating the Childersburg families.

Relocation corporation.—The proposal for an Alabama relocation corporation, similar to that now in operation at Hinesville, had not yet been approved when I visited the area; consequently nothing could be said about it to the farmers who were to be displaced. However, Childersburg will be an excellent opportunity for such a corporation to aid the families. The small amount of land for sale is mainly in large tracts, which are far beyond the purse of any of the displaced families but which could be bought by a central agency and subdivided into family-type farms. The corporation, when it comes through, will probably be the main factor in the Childersburg relocation. For many of the displaced people there does not seem to be any other alternative.

There is one thing which will make the corporation's job bigger than it would seem to be at first. At Hinesville the Relocation Corporation was fortunate in securing a tract of turpentine land where a large turpentine company was operating. The company was able to take care of its own by placing its turpentine workers on other plantations, of which they own many in that part of Georgia. In northern Alabama the corporation may not be so fortunate. It will have to buy developed farm land for the most part, and it will have the responsibility of rehabilitating on that land not only the displaced families from Childersburg but the families which were already living there. Payne estimates that in order to avoid secondary displacement, the corporation will have to take into the program 40 percent more families than it would if it could buy vacant land.

In spite of the prospective employment at high wages on constructing the powder plant, a surprisingly large proportion of the families seem to want to go on farming. At this stage that is a wise decision, as nobody seems to know just what the labor set-up is going to be on the plant. Prospective workers are streaming into the county from all over the countryside, looking for jobs, and everything is confusion. The local Farm Security Administration supervisor feels that not very many members of displaced families will be able to qualify for employment on the plant. Probably they will not qualify as munitions workers; but the plant has to be constructed first, and I believe that almost any able-bodied man will be able to get a chance at defense wages, at least for a short period.

By February 15 the relocation work had got into its stride, and 24 families had moved out of the area. Nineteen grants had been made, averaging about \$31 apiece.

EXHIBIT 38—DEPRESSED AREAS IN THE DEFENSE PROGRAM

Memorandum prepared by Federal Works Agency, Work Projects Administration,
Division of Research

MARCH 22, 1941.

Before the national-defense program was initiated, one could identify more than 50 separate depressed areas in the United States. These areas included more than 500 counties and involved parts of 33 States. They contained 13,000,000 people, about one-tenth of the United States population. Through the mid-1930's, they accounted for nearly one-fifth of the United States relief load, about twice their average share. In 1937 they contained one-sixth of all the workers reporting unemployment.

A variety of economic situations is represented in these areas. Depressed agricultural areas are the most important single group, accounting for about 40 percent of the depressed-area population, and including two so-called self-sufficient farming regions, (one dairying area, one cotton area, two wheat areas, and a number of isolated western valleys dependent upon either grazing or irrigated farming). Extractive-industry communities contributed 30 percent of the depressed-area population. Foremost in this group were eight coal fields, scattered from Pennsylvania to Colorado; in addition, there were three metal-mining communities, two oil fields, and five separate lumbering regions. The remaining 30 percent of the depressed-area population was highly urbanized and was mainly dependent upon either trade-and-service communities or manufacturing. Among the two dozen-odd depressed manufacturing centers, those specializing in steel, textiles, clay products, and cigars were particularly important.

DEFENSE ACTIVITY IN DEPRESSED AREAS

In spite of all this variety, only a very few of the depressed areas had begun to dissolve as the national-defense program gained momentum in the early months of 1941. Among the defense contracts signed by the Government between June 1940 and January 1941 only 1½ percent directly involved the depressed areas. Their "average share," in terms of population, would have been seven times greater. Moreover, the contracts they had received were concentrated in a very few counties. Three counties held 46 percent of all the depressed-area defense contracts; 15 other counties held an additional 41 percent; and 40 other counties held the rest. About 450 of the depressed counties had no primary defense contracts whatever.

Serious unemployment pockets persist today in many of our leading coal fields and lumbering districts, in metal-mining areas, and in numerous trade, service, and manufacturing centers. The defense program has so far had little effect upon eastern Oklahoma, or the northern Great Plains, or the agricultural communities in the Ozarks and the Appalachian highlands. And even though a few of the older depressed areas have been revived by defense activity, the disruption of foreign trade—particularly affecting cotton, tobacco, and apples—is in the process of creating new depressed areas.

EXAMPLES

The general problem of the depressed areas today may be illustrated by the predicament of a few typical areas.

The southern Illinois coal field.—Franklin, Saline, and Williamson Counties, in the heart of the southern Illinois coal field, are the most important coal-producing centers west of the Appalachians. Trouble in this region dates back to 1923, when petroleum and nonunion competition began cutting large slices from the southern Illinois coal market. In the middle of the 1920's a wave of

bankruptcies swept through the field, and immediately afterward the surviving operators initiated a broad program of mechanization to reduce costs. As a result, mine efficiency doubled between 1923 and 1940. Output, meanwhile, was cut in half, so that the mines in 1940 were employing one miner for every four employed in 1923.

Local attempts to cope with such extraordinary labor displacements have failed to produce even meager results. A back-to-the-land movement was much talked about as a common-sense approach to unemployment, but actually the land was poor and already overcrowded. Some of the unemployed turned to "gopher hole" mining at jerry-built tipples along the outcrop, but this technically primitive pursuit rarely provided a living wage. Few communities in America have campaigned more ardently than southern Illinois for "outside industry." But up to the beginning of 1941, these campaigns had netted absolutely nothing.

The volume of relief in the three-county area rose rapidly from the beginning of Federal aid. The proportion of the population dependent on public aid at the year's peak has run as follows:

	Percent		Percent
1933-----	23	1937-----	38
1934-----	30	1938-----	54
1935-----	33	1939-----	50
1936-----	36	1940-----	46

The decline in 1939 and 1940 resulted more from the inauguration of unemployment compensation, whose recipients are not included in the percentages above, than from any real improvement.

The pressure of unemployment has produced some emigration from the coal field. Youth of both sexes have left many of the coal towns in especially large numbers. All in all, however, emigration has failed to solve the community's unemployment problem, as the figures on public assistance show. The failure of emigration to adjust population to local opportunity has not been confined to the depression years only: before 1930 the coal field had already accumulated a large "redundant" population.

By January 1941 the coal field had not felt the effects of defense activity to any noticeable degree. In September 1940 employment at southern Illinois coal mines was at the lowest level in 35 years, with no improvement in sight.

Eastern Oklahoma.—Latimer County, Okla., located about 150 miles southeast of Oklahoma City, represents the type of depressed area found throughout most of the rural sections of eastern Oklahoma. During the past 20 years soil erosion took a heavy toll of the land's productivity, while oil almost obliterated the small Latimer County coal industry. Relief and unemployment statistics speak eloquently of the resulting condition of the district. In 1933 half the population of Latimer County was on relief. By 1935 the proportion was 69 percent. Although the county is so predominantly agricultural that much of its unemployment is disguised, 47 percent of its gainful workers reported total unemployment in 1937. In 1940 the county's W. P. A. employment was, relative to population, nearly four times greater than the average for the county as a whole. Moreover, nearly as many workers were certified to Work Projects Administration and awaiting assignment as were employed, even though certification had been closed for more than a year. Meanwhile, two-thirds of the population require grants of surplus commodities for their very subsistence.

Back in 1910, Latimer County had 11,300 people, and by 1920 the population had grown to 13,900. Growing economic difficulties reversed this trend in the 1920's. During the decade the county lost 20 percent of its population, with large numbers moving to Tulsa, Oklahoma City, and the boom towns in the flush oil fields. During the early years of the depression, many emigrants returned to Latimer County's wornout land. By 1940 there were still 10 percent more people in the county than there had been in 1930.

In the early months of 1941 Latimer County found itself virtually without industries and with no prospects for industries in view. Its agricultural base is largely wrecked; the Oklahoma State Planning Board, indeed, has classified the entire county as "generally submarginal for crops, necessitating the retirement of land from cultivation." It is impossible to see how this region can soon benefit from the current rise of defense activity.

PROSPECTS FOR MIGRATION

As defense industries expand, many workers will migrate from the depressed areas to seek work in active labor markets. Under ordinary circumstances, however, the distressed communities cannot be expected to contribute their share in the defense migration. There are two reasons why this is true:

1. The depressed-area unemployed are not trained to compete equally with other workers. They consist largely of two disadvantaged groups: Youth who have *never* held a job in private industry, and displaced, "obsolete" workers from the community's declining industry. The first of these groups will in part be drawn into the armed service; those who remain, however, will probably still have some difficulty in finding private employment unless they receive special training in lieu of experience. The second group will probably require retraining.

2. Migration is far more difficult for the depressed-area unemployed than for other workers. Most of them have been on relief and W. P. A. for so many years that they have no reserves whatever; hence, unaided migration is practically out of the question. Not only is it generally impossible for them to go in search of work (the youth excepted), but it would even be difficult to accept a job in another community if one were found for them.

If an actual labor shortage develops in the defense industry centers, the normal spontaneous flow of workers from the depressed areas could be assisted both by special training in advance of the labor demand, and by financial assistance at the time of migration.

But perhaps an even greater danger is that the depressed-area unemployed will migrate more rapidly than they can be assimilated. No matter how derelict their home communities may be, workers who might be led to move out "spontaneously" without good chances for successful resettlement will suffer the greatest hardship. Migrations from depressed areas growing out of inadequate public assistance, irresponsible labor recruiting, and the like may become a serious national problem.

EXHIBIT 39.—MONTH-TO-MONTH VARIATION IN THE SIZE OF THE LABOR FORCE AND IN EMPLOYMENT AND UNEMPLOYMENT

Memorandum prepared by Federal Works Agency, Work Projects Administration,
Division of Research

MARCH 22, 1941.

One of the most critical questions raised by the rapid expansion of industry in the service of national defense is the adequacy of the labor supply to furnish the needed manpower. Predictions that a shortage of labor would become the bottleneck of industrial activity were freely made even before contracts were let for the first of a series of national-defense appropriations. Since that time the armed forces have withdrawn nearly a million men from the labor force, while additional defense appropriations have increased considerably the volume of output expected from industry.

Yet, so far, no serious general shortage of labor has developed; and if the experience of the last war and current experience in England are any bases for prediction, no serious general shortages are likely to develop in the near future. In fact, it seems more likely that unemployment will remain a problem, though a diminishing one, while industrial activity rises to new heights.

Why, then, the great concern over labor shortages? Some of this concern has arisen because of the lack of certain highly skilled men in some branches of production. But in large part, the answer lies in a misunderstanding about the supply of labor. Instead of a relatively stable body of men and women whose numbers increase slowly with the growth of population, the labor supply is a surprisingly flexible segment of the total population, expanding and contracting as needed. If this were not the case, labor shortages would develop even in normal times, for the seasonal demands of agriculture alone call for several million more workers at harvest time than in the dead of winter.

The flexibility of the labor supply is no longer an assumption but is a fact that can now be demonstrated. Heretofore, the facts necessary to show short-time

variations in the supply of labor have not been available. The only measure that could be used was supplied by the Bureau of the Census but at 10-year intervals. Useful as such a measure was as an indication of the general direction of labor market trends and as a cross-section inventory of the total population on a given day or week, it could hardly suggest the monthly variations that are, in sum, the flexible elements in the Nation's working force.

It was in recognition of this deficiency in census-type data and also for the purpose of providing a measure sensitive enough to reflect short-run changes in the labor market and in employment and unemployment that the Division of Research, of the Work Projects Administration, initiated its Monthly Report of Unemployment at the beginning of 1940. Instead of indirectly estimating figures on labor supply, employment, and unemployment, the Work Projects Administration survey directly polls a carefully selected cross section of the total population. Each month a report is obtained concerning the activities of every member in the sampled households who is 14 years of age and over. These sampled households are selected at random within a group of 50 sample counties chosen as representative of the country as a whole.

Monthly figures from the survey are now available for an 11-month period, April 1940 through February 1941. Although many more months of observation will be necessary before final conclusions can be drawn about seasonal variations in the labor force, some important provisional judgments can be made at this time. Of most importance in discussions of possible labor shortages is the evidence in the figures below of the flexibility of the labor force in response to seasonal demands. Additional proof of this factor is found when the data are presented separately for urban and rural areas in the United States and for the five metropolitan centers of New York, Chicago, Philadelphia, Detroit, and Los Angeles. The data from the Monthly Report of Unemployment also show that not only do workers change status (e. g., from unemployment to employment) from month to month, but that there is also a constant interchange between the worker and nonworker portions of the total population.

MONTHLY CHANGES IN THE SIZE OF THE LABOR FORCE, EMPLOYMENT, AND
UNEMPLOYMENT

The table shown on the next page gives estimate of the labor force, employment, and unemployment for the period April 1940 through February 1941. From these figures it can readily be seen that the monthly variations in terms of the number of persons involved were very large. There was, for example, a difference of more than 4,000,000 persons in the labor market in the comparatively short period between July 1940 and February 1941.

*Percentage estimates of the labor force, employment, and unemployment, April
1940-February 1941*

Year and month	Labor force, as a per- cent of the population, 14 years and older, ¹	Employed, as a per- cent of the labor force	Unem- ployed, as a percent of the labor force
<i>1940</i>			
April.....	54.3	83.6	16.4
May.....	55.0	84.6	15.4
June.....	56.6	84.7	15.3
July.....	57.3	83.5	16.5
August.....	57.0	84.3	15.7
September.....	55.4	87.2	12.8
October ²	55.1	86.4	13.6
November.....	54.0	85.9	14.1
December.....	53.4	86.7	13.3
<i>1941</i>			
January.....	53.0	85.6	14.4
February.....	52.8	86.4	13.6

¹ Excludes institutional population and estimated number of persons in the armed forces.

² Estimates based on a 41-county sample previous to October and on a 50-county sample in October and thereafter.

These figures throw a light on the highly important question of whether increasing employment necessarily means a corresponding decline in unemployment and a step toward a labor shortage. Between May and June 1940, for example, the number of persons employed in the United States increased by about 1,400,000. At the same time, however, unemployment also rose by about 200,000. Thus, a large increase in employment was actually accompanied by an increase in the number of unemployed. The reason lay in the fact that there was an increase of about 1,600,000 in the labor force at the same time. Most of these new workers got jobs; they were responsible for the increased employment. The rest did not find work; they were responsible for the increase in unemployment.

Such a sharp rise of more than a million and a half new workers is additional evidence of the flexibility of the labor supply. The closing of school in June for the summer vacation and seasonal expansion of farm operations explain a large part of this increase in the labor force. The fact that seasonal influences alone could bring about an increase of this size not only attests the elasticity of the labor supply, but also suggests the existence of a large reservoir of potential workers which can be drawn into production, if needed.

URBAN-RURAL DIFFERENCES

Separate estimates on the size of the labor force and employment and unemployment for urban and rural counties and the five metropolitan centers of New York, Chicago, Philadelphia, Detroit, and Los Angeles are also available from the Monthly Report of Unemployment. Taking a county population of 45,000 persons as a rough division line between urban and rural, the monthly changes are as follows:

Percentage estimates of the labor force, employment, and unemployment for urban and rural counties and the 5 largest cities, April 1940 to February 1941

Year and month	Labor force as a percent of the population 14 years and older ¹			Employed as a percent of the labor force			Unemployed as a percent of the labor force		
	Rural	Urban	5 largest cities	Rural	Urban	5 largest cities	Rural	Urban	5 largest cities
<i>1940</i>									
April.....	51.1	55.2	58.5	84.8	83.2	82.5	15.2	16.8	17.5
May.....	53.8	55.2	57.3	87.8	83.4	81.2	12.2	16.6	18.8
June.....	55.8	57.0	57.3	88.8	83.0	80.6	11.2	17.0	19.4
July.....	55.3	58.3	58.8	88.3	81.9	78.2	11.7	18.1	21.8
August.....	54.7	58.1	58.5	88.5	83.0	79.1	11.5	17.0	20.9
September.....	53.9	56.0	57.0	91.5	85.4	83.3	8.5	14.6	16.7
October ²	52.7	55.7	58.7	89.4	85.7	82.7	10.6	14.3	17.3
November.....	51.2	54.7	58.3	88.5	85.1	83.4	11.5	14.9	16.6
December.....	50.7	53.9	58.2	89.0	86.0	84.2	11.0	14.0	15.8
<i>1941</i>									
January.....	49.9	53.5	58.3	87.1	85.7	82.3	12.9	14.3	17.7
February.....	49.8	53.4	58.3	88.4	86.2	82.9	11.6	13.8	17.1

¹ Excludes institutional population and estimated number of persons in the armed forces.

² Estimates based on a 41-county sample previous to October and on a 50-county sample in October and thereafter.

Differences between the three groups persist throughout the 11-month period covered by the table. The rural counties had the smallest percent of their population 14 years of age and over in the labor force, while the five largest cities had the highest. In the case of employment and unemployment the opposite was true, with the rural counties having the highest percent of their labor force employed and the lowest percent unemployed. The urban counties,

in all cases, occupied a position somewhere between the rural areas and the five largest cities.

From the point of view of labor dynamics, it is interesting to note that a greater amount of month-to-month change is shown by the rural counties in contrast to the five largest cities where such changes were the smallest. This greater variability in both the labor force and employment and unemployment reflects the importance of seasonal change in the rural areas. During the winter months when agricultural activity is low, the percent of the population in the labor force is also low. When the growing season arrives and more labor is needed, that percentage goes up, showing once again the flexibility of the labor supply.

CHANGE OF LABOR MARKET STATUS IN SUCCESSIVE MONTHS

One of the best indications of the dynamics of the labor market is to be found in the extent to which workers and nonworkers change their status in the labor market from one month to the next. To be able to measure this sort of movement requires data for identical individuals for at least two consecutive months. The national sample used in the Monthly Report of Unemployment covers identical households for several months at a stretch and makes possible an analysis of this sort.

The following table shows change of status between March and April 1940, measured in a forward direction, that is, the status in April is reported in terms of the status in March as the base. Only persons who were in both months' sample in four of the large cities are included:

Percent of persons with no change in labor market status from March to April 1940

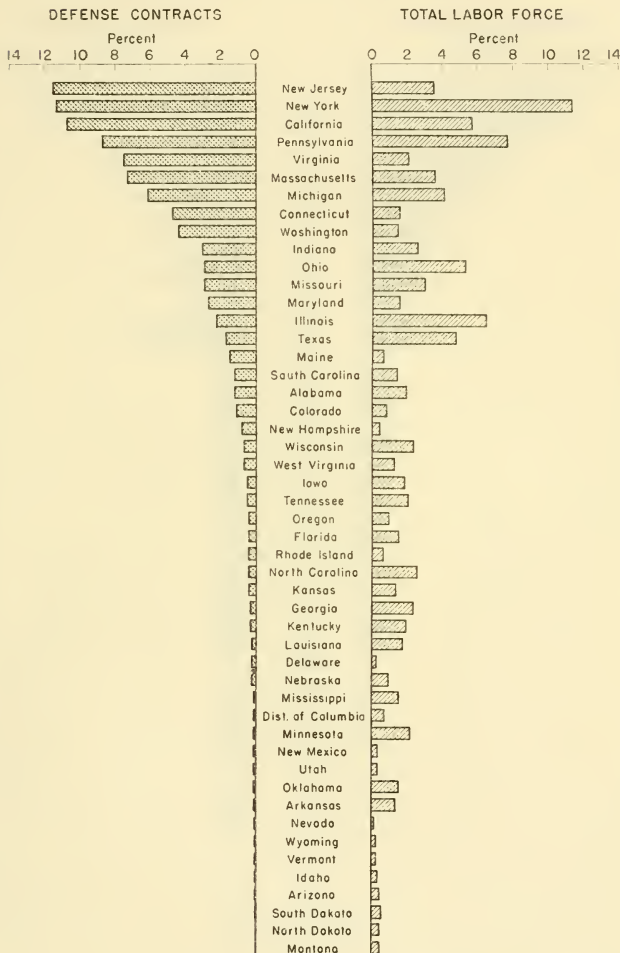
Status	Percent			
	New York	Chicago	Detroit	Los Angeles
Private employment.....	97	96	98	96
Unemployed.....	87	79	80	77
Nonworkers.....	98	95	98	98

The amount of change shown, considering the fact that the short period of only one month is involved, is quite large. Even the nonworkers (students, housewives, etc.) are by no means a fixed group in the population. Private employment ranked next in terms of no change between successive months, while the unemployed had the highest proportion of change. In three of the cities as much as one-fifth or more of the unemployed in March had found jobs or had withdrawn from the labor force by April.

All of these figures, then, show that the labor supply and its component parts are in a state of change. A young woman worker marries and withdraws from the labor force; a student completes his courses and begins his search for employment. A veteran employee is retired; a victim of an industrial accident recovers and returns to work. The seasonal farm employee finishes harvesting the crops while a saleswoman finds a job in a department store in anticipation of the winter holiday trade. These and many other situations are daily occurrences and they make the supply of labor a dynamic, flexible, and ever-changing phenomenon.

In view of these facts, it seems probable that the sharp increases in employment forecast for the next year or so as a result of the development of the defense program will be accompanied by a considerable net increase in the active labor supply. It follows that caution should be exercised in translating estimates of probable increases in employment into estimates of probable labor shortages and future decreases in unemployment. The marked employment gains which are in prospect may well be offset in considerable part by sharp gains in the total supply of labor offered in the market.

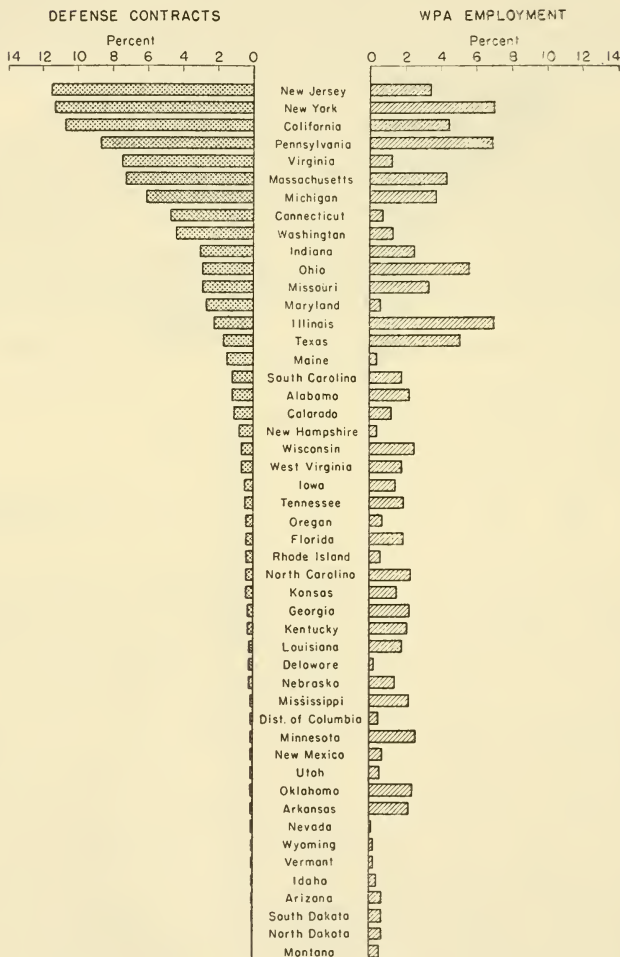
Fig. 1 DIRECT DEFENSE CONTRACTS* AND TOTAL LABOR FORCE** BY STATES



*Cumulated from June 13, 1940 through February 19, 1941.

**Department of Commerce, Bureau of the Census, March 24-30, 1940

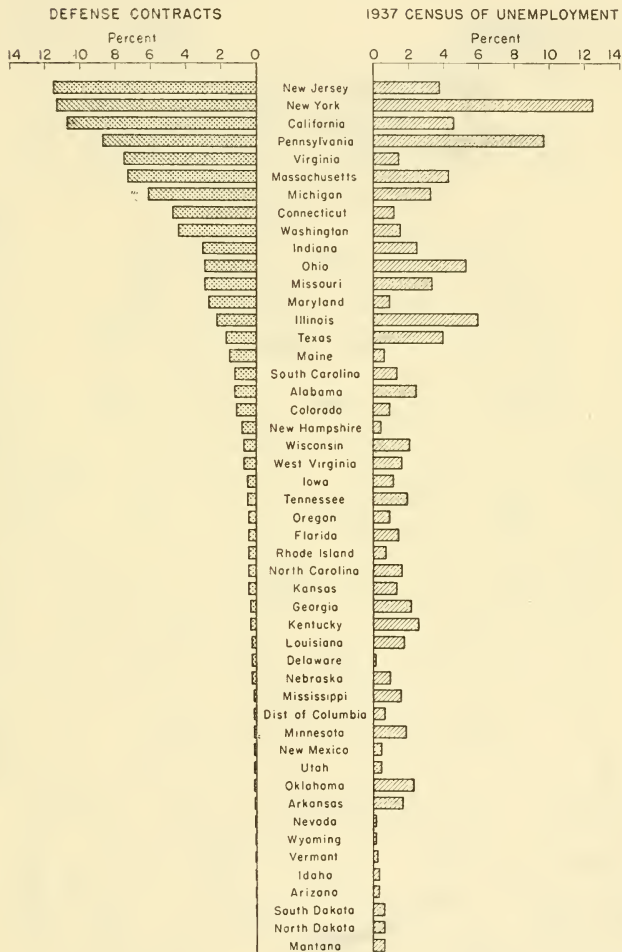
Fig. 2 DIRECT DEFENSE CONTRACTS* AND WPA EMPLOYMENT** BY STATES



* Cumulated from June 13, 1940-
through February 28, 1941.

** Financed with WPA funds
as of February 19, 1941.

Fig. 3 DIRECT DEFENSE CONTRACTS* AND TOTAL UNEMPLOYMENT** BY STATES

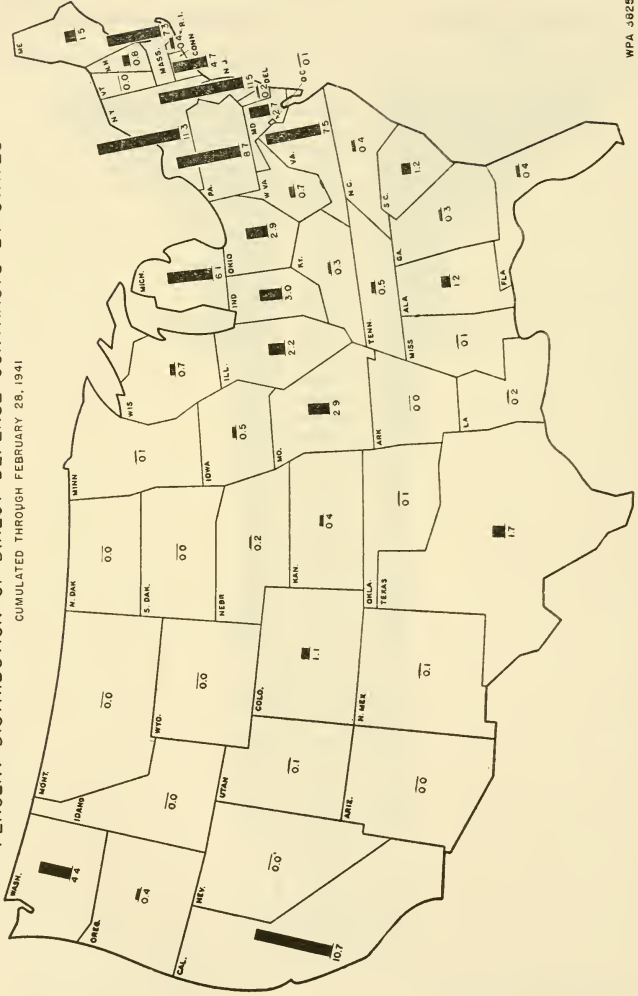


*Cumulated from June 13, 1940 through February 28, 1941

** Including emergency workers, November, 1937

PERCENT DISTRIBUTION OF DIRECT DEFENSE CONTRACTS BY STATES

CUMULATED THROUGH FEBRUARY 28, 1941



PERCENT DISTRIBUTION OF UNEMPLOYMENT BY STATES

1937 CENSUS OF UNEMPLOYMENT

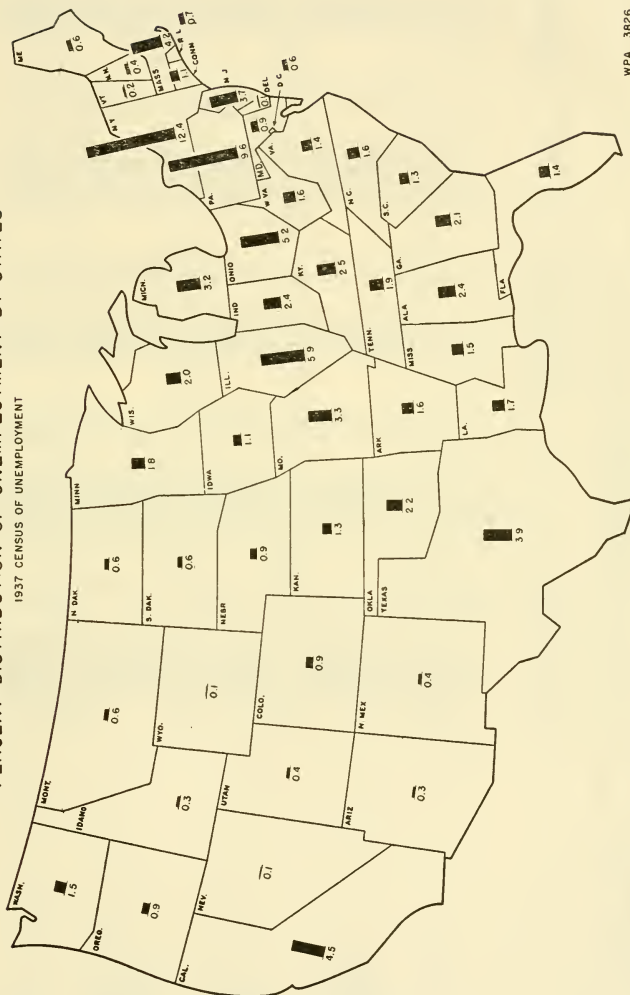


TABLE I.—Primary defense contracts, 1940 population, Work Projects Administration employment, total labor force and unemployed workers (1937), by Work Projects Administration regions and States

State	Defense contracts cumulated from June 13 through Feb. 28, 1941 ¹		Population, 1940 ²		Employment on projects financed with Work Projects Administration funds as of Feb. 19, 1941 ³		Total labor force, Mar. 24-30, 1940 ⁴		Unemployed, including emergency workers, November 1937 ⁵	
	Amount	Per-cent	Number of persons	Per-cent	Number of persons	Per-cent	Number of persons	Per-cent	Number of persons	Per-cent
Continental United States.....	\$11,207,947,000	100.0	131,669,000	100.0	1,850,799	100.0	52,840,000	100.0	7,845,016	100.0
Region I.....	1,663,194,000	14.8	8,437,000	6.4	122,294	6.6	3,615,000	6.8	565,394	7.2
Connecticut.....	530,237,000	4.7	1,709,000	1.3	12,666	.7	776,000	1.5	88,423	1.1
Maine.....	173,578,000	1.6	847,000	.6	8,069	.4	328,000	.6	43,903	.6
Massachusetts.....	817,506,000	7.3	4,317,000	3.3	79,926	4.3	1,844,000	3.5	327,907	4.2
New Hampshire.....	94,280,000	.8	492,000	.4	6,944	.4	207,000	.4	32,259	.4
Rhode Island.....	45,787,000	.4	713,000	.5	10,338	.6	321,000	.6	58,568	.7
Vermont.....	1,806,000	(⁵)	359,000	.3	4,351	.2	139,000	.2	14,334	.2
Region II.....	3,868,039,000	34.5	29,627,000	22.5	334,276	18.1	12,712,000	24.1	2,095,354	26.7
Delaware.....	25,141,000	.2	267,000	.2	2,613	.2	116,000	.2	11,337	.1
Maryland.....	304,057,000	2.7	1,821,000	1.4	11,828	.6	771,000	1.5	71,546	.9
New Jersey.....	1,288,445,000	11.5	4,160,000	3.2	62,571	3.4	1,890,000	3.5	287,424	3.7
New York.....	1,270,032,000	11.3	13,479,000	10.2	129,590	6.9	3,980,000	11.3	972,622	12.4
Pennsylvania.....	980,364,000	8.8	9,900,000	7.5	127,674	6.9	3,988,000	7.6	752,525	9.6
Region III.....	1,195,883,000	10.7	18,933,000	14.4	247,860	13.4	7,194,000	13.6	963,845	12.3
Florida.....	46,709,000	.4	1,897,000	1.4	34,367	1.9	790,000	1.5	106,768	1.4
Georgia.....	37,569,000	.4	3,124,000	2.4	41,290	2.2	1,236,000	2.3	167,210	2.1
Kentucky.....	31,587,000	.3	2,846,000	2.2	38,215	2.1	963,000	1.9	198,187	2.5
North Carolina.....	44,870,000	.4	3,572,000	2.7	43,018	2.3	1,342,000	2.5	126,351	1.6
South Carolina.....	138,036,000	1.2	1,940,000	1.5	33,056	1.8	731,000	1.4	103,500	1.3
Tennessee.....	55,009,000	.5	2,916,000	2.2	35,099	1.9	1,067,000	2.0	148,891	1.9
Virginia.....	842,043,000	7.5	2,678,000	2.0	22,813	1.2	1,033,000	2.0	112,878	1.5
Region IV.....	1,989,257,000	17.8	29,176,000	22.2	441,135	23.8	11,723,000	22.2	1,688,249	21.5
Illinois.....	247,219,000	2.2	7,897,000	6.0	129,403	7.0	3,363,000	6.4	462,318	5.9
Indiana.....	337,503,000	3.0	3,428,000	2.6	45,313	2.4	1,327,000	2.5	186,667	2.4
Michigan.....	686,131,000	6.1	5,295,000	4.0	68,034	3.7	2,128,000	4.0	249,709	3.2
Missouri.....	320,187,000	2.9	3,785,000	2.9	61,138	3.3	1,517,000	2.9	256,892	3.3

Ohio.....	320,428,000	2.9	6,908,000	5.3	102,866	5.6	2,760,000	5.2	411,069	5.2
West Virginia.....	77,789,000	.7	1,902,000	1.4	34,381	1.8	628,000	1.2	121,594	1.5
Region V.....	215,945,000	1.9	12,870,000	9.8	290,206	10.8	4,933,000	9.3	655,897	8.4
Iowa.....	56,005,000	.5	2,538,000	1.9	25,828	1.4	949,000	1.8	85,561	1.1
Kansas.....	43,120,000	.4	1,801,000	1.4	27,097	1.5	674,000	1.3	99,519	1.3
Minnesota.....	13,697,000	.1	2,792,000	2.1	49,065	2.6	1,112,000	2.1	144,288	1.9
Nebraska.....	19,429,000	.2	1,316,000	1.0	25,062	1.4	499,000	.9	71,056	.9
North Dakota.....	133,000	(¹)	642,000	.5	13,843	.7	238,000	.5	43,774	.6
South Dakota.....	83,552,000	.7	3,138,000	2.4	13,326	.7	236,000	.4	50,181	.6
Wisconsin.....	381,732,000	3.4	18,081,000	13.7	294,430	15.9	1,225,000	2.3	139,518	2.0
Region VI.....	132,098,000	1.2	2,833,000	2.1	40,967	2.2	6,672,000	12.6	1,044,015	13.3
Alabama.....	4,738,000	(²)	1,949,000	1.5	40,984	2.2	1,016,000	1.9	188,307	2.4
Arkansas.....	25,720,000	.2	2,364,000	1.8	33,587	1.8	683,000	1.3	126,533	1.6
Louisiana.....	15,996,000	.1	2,184,000	1.6	40,569	2.2	881,000	1.7	130,353	1.7
Mississippi.....	7,358,000	.1	2,336,000	1.8	43,951	2.4	820,000	1.5	119,182	1.5
Oklahoma.....	195,822,000	1.8	6,415,000	4.9	94,372	5.1	806,000	1.5	173,605	2.2
Texas.....	637,027,000	5.7	5,276,000	4.0	97,570	5.3	2,406,000	4.7	306,035	3.9
Region VII.....	123,951,000	1.1	1,123,000	.9	22,836	1.2	2,013,000	3.8	335,192	4.3
Colorado.....	1,246,000	(³)	525,000	.4	10,820	.6	424,000	.8	67,708	.9
Idaho.....	9,565,000	.1	559,000	.4	12,207	.7	192,000	.4	25,808	.3
New Mexico.....	7,567,000	.1	532,000	.4	12,305	.7	225,000	.4	48,626	.6
Utah.....	492,688,000	4.4	550,000	.4	11,386	.6	178,000	.3	30,836	.4
Washington.....	2,010,000	(⁴)	1,736,000	1.3	24,992	1.3	180,000	.3	29,919	.4
Wyoming.....	1,241,921,000	11.1	251,000	.2	3,024	.2	715,000	1.4	121,334	1.6
Region VIII.....	1,168,000	(⁵)	8,606,000	6.5	102,928	5.6	99,000	.2	10,901	.1
Arizona.....	1,200,757,000	10.7	499,000	.4	6,611	.4	3,636,000	6.9	449,654	5.7
California.....	2,722,000	(⁶)	6,907,000	5.2	81,436	4.4	180,000	.3	21,585	.3
Nevada.....	37,274,000	.4	1,090,000	.8	1,773	.1	2,953,000	5.6	350,225	4.4
Oregon.....	14,949,000	.1	663,000	.5	13,108	.7	47,000	.1	4,839	.1
District of Columbia.....					10,100	.5	456,000	.9	73,005	.9
							342,000	.7	47,416	.6

¹ Source: Compilation of Army and Navy contracts between June 13, 1940, and Feb. 23, 1941, by the Office of Government Reports. Figures are rounded to the nearest thousand.

² Source: Department of Commerce, Bureau of the Census; release of Dec. 4, 1940: Final Population Figures for the United States, by States: 1940. Figures are rounded to the nearest thousand.

³ Source: Work Projects Administration, Division of Statistics; release of Feb. 26, 1941, showing number of persons employed on Work Projects Administration projects by States on Feb. 19, 1941. (Subject to revision.)

⁴ Source: Department of Commerce, Bureau of the Census; release of Jan. 23, 1941: State Figures on Employment Status of Persons 14 Years of Age and Over (Preliminary): Mar. 24-30, 1940. Figures are rounded to the nearest thousand.

⁵ Source: Census of Partial Employment, Unemployment, and Occupations, Final Report on Total and Partial Unemployment, 1937, vol. 1, table 18, p. 48.

⁶ Less than 0.05 percent.

TABLE II.—*Primary Defense contracts, 1940 population, Work Projects Administration employment, total labor force, and unemployed workers (1937), by States*
(Percent distribution)

State	Defense contracts cumulated from June 13 through Feb. 28, 1941 ¹		Population 1940 ¹		Employment on projects financed with Work Projects Administra- tion funds as of Feb. 19, 1941 ¹		Total labor force, Mar. 24-30, 1940 ¹		Unemployed, including emer- gency workers ¹	
	Percent	Cumu- lative percent	Percent	Cumu- lative percent	Percent	Cumu- lative percent	Percent	Cumu- lative percent	Percent	Cumu- lative percent
1. New Jersey.....	11.5	11.5	3.2	3.2	3.4	3.4	3.5	3.5	3.7	3.7
2. New York.....	11.3	22.8	10.2	13.4	7.0	10.4	11.3	14.8	12.4	16.1
3. California.....	10.7	33.5	5.2	18.6	4.4	14.8	5.6	20.4	4.4	20.5
4. Pennsylvania.....	8.8	42.3	7.5	26.1	6.9	21.7	7.6	28.0	9.6	30.1
5. Virginia.....	7.5	49.8	2.0	28.1	1.2	22.9	2.0	30.0	1.5	31.6
6. Massachusetts.....	7.3	57.1	3.3	31.4	4.3	27.2	3.5	33.5	4.2	35.8
7. Michigan.....	6.1	63.2	4.0	35.4	3.7	30.9	4.0	37.5	3.2	39.0
8. Connecticut.....	4.7	67.9	1.3	36.7	3.7	31.6	1.5	39.0	1.1	40.1
9. Washington.....	4.4	72.3	1.3	38.0	1.3	32.9	1.4	40.4	1.6	41.7
10. Indiana.....	3.0	75.3	2.6	40.6	2.4	35.3	2.5	42.9	2.4	44.1
11. Missouri.....	2.9	78.2	2.9	43.5	3.3	38.6	2.9	45.8	3.3	47.4
12. Ohio.....	2.9	81.1	5.3	48.8	3.6	44.2	3.2	51.0	5.2	52.6
All other States ²	18.9	100.0	51.2	100.0	55.8	100.0	49.0	100.0	47.4	100.0

¹ For sources, see footnotes, table 1.

² Including the District of Columbia.

EXHIBIT 40—INTERSTATE TRANSPORTATION OF MEXICAN LABORERS

(On the following pages appears the report of an additional investigation made in Texas by the Interstate Commerce Commission of the transportation of Mexican laborers from Texas to the Michigan and Ohio sugar-beet fields. The correspondence, report, and exhibits, although they pertain to testimony to be found in the reports of hearings of the Select Committee to Investigate Interstate Migration of Destitute Citizens held at Chicago and Oklahoma City, were not received in time to be placed in an earlier volume.¹)

¹ See pt. 3, Chicago hearings, pp. 1271-1304, and pt. 5, Oklahoma City hearings, pp. 1878-1883.

INTERSTATE COMMERCE COMMISSION,
Washington, March 7, 1941.

HON. JOHN H. TOLAN,
*Chairman, Special Committee Investigating the
Interstate Migration of Destitute Citizens,
House of Representatives, Washington, D. C.*

MY DEAR SIR: In your letter under date of February 12, 1941, addressed to Commissioner Clyde B. Aitchison, you requested that if any additional material on the question of truck transportation of migrants should become available at this office, copies thereof be transmitted to you. Accordingly I am sending you a copy of a report of investigation made in Texas by District Supervisor Ribbink.

Very sincerely yours,

JOSEPH B. EASTMAN, *Chairman.*

(The report referred to appears below.)

INTERSTATE TRANSPORTATION OF MEXICAN LABORERS

SUMMARY OF INVESTIGATION

FEBRUARY 5, 1941.

Nature of alleged violation.—Operating as common or contract carrier of passengers without authority in violation of section 206 (a) or 209 (a) of part II of the Interstate Commerce Act.

Complaint.—Mr. H. W. Acreman, executive secretary of the Texas State Federation of Labor, Austin, Tex., by letter dated April 25, 1940, addressed to the Commission at Washington, complained that annually there is a migration of thousands of Mexican laborers from Texas to the northern beet fields, and that numerous truckers are engaged in transporting them for compensation without authority from this Commission and without complying with the regulations of this Commission; and, furthermore, that the workers are transported under very inhumane, unsanitary, and dangerous conditions.

Summary.—In making an investigation of the above complaint, every possible contact was made where information or evidence was thought to be available. Mr. H. W. Acreman, the complainant, was first contacted. The Texas State Employment Service, State highway patrol, State department of labor, United States Department of Labor, Austin, Tex., all licensed emigrant agents in Texas, and individual workers were also contacted. Insofar as the individual workers were concerned, very little success was had in contacting them because of lack of addresses as is more fully explained later in this report.

According to information received, between seven and eight thousand workers were recruited during the 1940 season and migrated to the northern beet fields. No authentic figures are available concerning the number of workers who were transported in trucks, but a conservative estimate would be between 15 and 25 percent. One trainload of workers was transported during the 1940 season; the balance went in private conveyances.

The beet growers in the Northern States are organized into associations or committees which are usually incorporated. They are said to be non-profit-making organizations and are formed only for the purpose of arranging for an adequate supply of labor. They contract with a labor agent who is licensed in the State of Texas to seasonally recruit the labor. A representative of the association is usually on hand during recruiting time and advances funds to

workers and truckers for subsistence and travel expense. "Deduction orders" are signed and taken out of the first earnings of the workers. The growers' associations apparently are financed by the sugar companies who have contracted with the growers for purchase of their beet crops.

From bits of information picked up here and there during the investigation it appears that the sugar-beet growers, the growers' associations, the labor agents, and the sugar companies work very closely together, the whole industry from the growing of the beets to ultimate manufacture into sugar being financed by the sugar companies through the growers' associations. As stated above, cash advances are made to unauthorized truckers and they are thus being assisted in violating the act. It seems very likely that the sugar companies and growers' associations could be held to be aiders and abettors in violating the act because of the arrangements as described heretofore.

In investigating this case, two methods of attack were had in mind. One method was to contact workers and secure statements or affidavits from them in sufficient number so as to result in a recommenadion of prosecution. The Texas State Department of Labor receives reports of the names of workers recruited from the licensed labor agents but only city address is given, and no record of street address is maintained by the labor agents. Furthermore, with the exception of one small labor agent in Crystal City, Tex., no record is kept of the names of truckers who performed the transportation. This method was therefore found to be impractical and would have been an endless task, if not an impossible one. The labor agent at San Antonio, who represent the Beet Growers' Employment Committee, Inc., of Saginaw, Mich., stated that at the time of recruiting the workers, M. C. Henderson of such committee was on hand and made cash advances for subsistence and travel expenses and that the large advances would perhaps represent advances to truckers. He also stated that the records of the committee in Saginaw, Mich., would disclose this information and we could secure such information by writing to them. This has been done, but at the time of writing this report no reply has been received. The same information has been requested from other growers' committees but insufficient time has elapsed to receive a reply.

The second method of attack was thought to be through access to the records of the growers' committees and sugar-beet companies. Copies of reports received in this office from our representatives in the sugar-beet areas, however, indicate that thus far access to such records has not been granted and it is doubtful if such authority will be granted except through legal proceedings. As explained more fully later in this report, it is believed that we have sufficiently specific information on certain records of the sugar-beet companies to subpoena them in case it should be deemed advisable.

Apparently our investigation of the case, both in Texas and in the beet-field areas, is having a very salutary effect. One Mexican trucker, who is also a labor agent, used three trucks and made two round trips, at the beginning of the 1940 season, in transporting laborers from Texas to the beet fields of Ohio. During the season, while in Ohio, he learned from one of our representatives that he was operating illegally and, consequently, his trucks returned to Texas empty at the end of the season. He appeared very honest and conscientious in the matter and stated he would not transport laborers in the future unless it could be done legally.

In a conference with Mr. R. H. McKinley, of the United States Department of Labor, and Mr. Harry Acreman, executive secretary of Texas State Federation of Labor, they advised that recently Mr. M. C. Henderson, executive secretary of the Beet Growers' Employment Committee, Inc., Saginaw, Mich., was in Texas negotiating with railroads concerning transportation of the laborers this coming season. Mr. McKinley stated it was his understanding that arrangements had been made. Mr. McKinley and Mr. Acreman both stated that our investigation appeared to be having a very wholesome effect. In contacts with the various labor agents it was learned also that several of the companies are considering railroad transportation this coming season.

In the course of the investigation, the names of 56 Mexicans were secured who are alleged to be truckers of laborers. The names of all licensed agents and names of officials of the growers' associations were also secured. It is believed that if all the above were put on written notice, concerning the act and its rules and regulations, a further salutary effect would be received. If, in spite of such

warning, violations continue to take place, a final and exhaustive investigation should be made with a view of prosecution of not only the truckers but the sugar companies and growers' associations as aiders and abettors.

RECOMMENDATION

It is recommended:

(1) That truckers, growers' associations, labor agents, and sugar companies be put on written notice, before the 1941 season begins, concerning what constitutes illegal transportation and what constitutes aiding and abetting.

(2) That efforts be continued to secure further names and addresses of illegal truck operators and that they be put on written notice.

(3) That the offer of the Texas State Highway Patrol be accepted, i. e., by furnishing them with a questionnaire form; that they will intercept trucks loaded with Mexicans during the coming season and furnish such information to this Commission.

(4) That if violations continue, the case be assigned for final investigation and legal proceedings be taken to secure evidence from the records of the sugar companies and beet growers' associations.

FACTS DISCLOSED BY INVESTIGATION

In investigating this case concerning the interstate transportation of Mexican laborers to the beet fields of Michigan by unauthorized truckers, two methods of attack were considered: The first method was that of securing documentary evidence from the sugar-beet companies and the growers' associations located in the beet-field areas. Reports, however, from our investigators in those areas indicated that access to such records was not granted and perhaps would not be granted without legal proceedings. The second plan of attack was thought to be that of securing the names and addresses of various truckers and the names and addresses of workers transported by them; and then, by securing affidavits or statements from the various workers, make up a case based upon such affidavits which could or would result in prosecution of the unauthorized truckers.

In this report no mention or consideration is given to the economic or social aspects of the migration of the laborers, and the report is limited merely to facts, information, and evidence relating to the unlawful transportation of the laborers. Information concerning the economic and social aspects of the case can be secured from Washington's docket file.

This case was assigned to district No. 12 for investigation, and no special travel authority was issued. Therefore, it was necessary for the investigator to limit his investigation to district No. 12.

SOURCES OF INFORMATION

Mr. Harry Acreman, executive secretary of Texas State Federation of Labor, was first contacted for the purpose of securing leads in making the investigation. Mr. Acreman had no specific information or evidence which would aid or result in a conviction of the violators of the act. He, however, suggested that the Texas State Employment Service and the State department of labor be contacted, from whom he thought we could perhaps receive assistance and secure leads in connection with the investigation.

The Texas State Employment Service, Austin, Tex., was contacted and Mr. Byron Mitchell, director, and Mr. Robert M. McKinley, senior farm-placement supervisor of the United States Department of Labor, were very cooperative in not only discussing the matter and furnishing all information possible, but also in permitting access to their interoffice-correspondence files. * * *

Information from the offices of the Texas State Employment Service indicated that very little success would be had by contacting the labor agents of the growers' associations. It was stated that all of the labor agents were pretty well educated and perhaps would not give out any information which would involve them or any of the companies which they represented. It was decided, therefore, not to contact such agents except as a last resort. In the

contacts with the offices of the Texas State Employment Service the names of a few workers were secured and an attempt was made to locate them for the purpose of securing information and possibly affidavits from them. Very little success, however, was had in this respect. Either the workers had no information of any value or it was impossible to locate them. Safety Inspector Moffatt, who assisted in the latter part of this investigation and who speaks Mexican fluently, was of invaluable assistance in talking with Mexicans who for the most part either would not or could not speak English.

As a last resort the labor agents (see Exhibit F) were contacted. There are six licensed labor agents in the State of Texas who specialize in the recruiting of Mexican labor for the beet growers' associations and sugar companies in the beet-field areas. Exhibit A contains details of the information, as furnished in the interviews with these agents. All the agents stated that their only duty was to recruit the laborers and that they had nothing to do in the way of making arrangements for transportation of the laborers to and from the beet fields. They stated, however, in most cases that a representative of the growers' association was on hand at the time of recruiting and advanced money to the workers and truckers for subsistence and travel expenses to the beet fields. The names of representatives of the growers' associations are listed in exhibit F. Photostatic copies of the contracts between the labor agents and the growers' associations will be found in exhibit G.

As related above, the labor agents, with the exception of one, stated that the only record kept by them was a list of the names of the laborers recruited by them and the city addresses of the laborers. They do not keep a record of the street addresses. This, therefore, made it impossible to contact but a few of the individual workers due to the fact that the majority of them come from San Antonio and Dallas and some of the other larger cities in Texas. For this reason it was not deemed advisable to attempt to contact workers in the smaller cities. A complete list of the workers recruited during the 1940 season, approximately 7,500 in number, can be secured from the Texas State Department of Labor. No street addresses however are shown.

The labor agents, as related above, advised that at the time of recruiting of the laborers, representatives of the growers' associations are usually on hand for the purpose of advancing cash for subsistence and travel expenses to the workers and truckers. Checks are usually issued, and at such time the worker or trucker signs a "deduction order" and such cash advance is deducted out of the first earnings of the laborer after he arrives in Michigan. Photostatic copies of samples of deduction orders and photostatic copy of a statement of indebtedness to the sugar company, showing deduction for transportation, are designated as "Exhibit D." Such records could be subpoenaed if violations continue in the future.

Julio de la Pena, labor agent at Realitos, Tex., for the Great Lakes Growers' Employment Committee, Inc., of Findlay, Ohio, admitted that during the 1940 season he owned three trucks and used same in making two round trips at the beginning of the season in transporting laborers to the beet fields in Ohio. He stated that he transported approximately 250 laborers and received \$9 per head for such transportation. During the 1940 season, while in Ohio, he was advised by a representative of this Commission that his transportation of the workers was illegal and, for that reason, his trucks returned empty at the end of the season. He stated that he did not realize that such transportation was unlawful, and would not engage in such transportation unless it was held to be legal.

Apparently our investigation, both in Texas and the beet-field areas, is having a salutary effect. This matter is discussed in the summary of this report and will not be repeated here.

A. H. RIBBINK.

District Supervisor, Fort Worth, Tex.

SUPPLEMENTAL REPORT

FEBRUARY 13, 1941.

As a result of the letters written to the various beet growers' associations and committees in Michigan (exhibit I) Mr. M. C. Henderson, executive secretary-

treasurer of the Beet Growers' Employment Committee, Inc., Saginaw, Mich., wired District Director Childs for an appointment. A conference was held on February 8, 1941, in this office. (See exhibit L.)

From Mr. Henderson it was learned that on January 21, 1941, a meeting of various representatives of the sugar-beet growers' companies was held in Saginaw, Mich. (See exhibit J.) In such meeting the representatives went on record to the effect that every effort would be made to see to it that laborers would be transported by rail or by private conveyance, and the use of trucks would be discouraged in every way possible. Heretofore, as explained previously in this report, cash advances were made to laborers and truckers for the purpose of assisting them in getting to the beet fields. This year, Mr. Henderson states, no advances to truckers will be made by his committee and no deduction orders assigned to truckers will be honored. Such action should be a death blow to the truckers, because very few, if any, can finance themselves.

A list of the names and addresses of 57 truckers (exhibit K) was voluntarily submitted by Mr. Henderson, and he was advised that it was our intention to put them all on written notice concerning the Interstate Commerce Act and its penalties. Mr. Henderson appears to be cognizant of the fact that in the past the growers' associations and sugar companies have been aiding and abetting the truckers in violating the law and advised that, although in the future their skirts would be clean, any information or evidence now desired by this Commission on past operations, would be voluntarily submitted.

M. C. Henderson has been chosen to represent all of the growers' associations in Ohio and Michigan, and it is the investigator's opinion that the action recommended by him will be carried out by all such associations. They, and also the sugar companies, are well aware of the fact that this Commission intends to take legal action unless the unlawful practices are discontinued.

In view of the action being taken by the growers' organizations and sugar-beet companies as related in this report, and as more fully explained in exhibit L, it is believed that the recommendations as made in summary of investigation dated February 5, 1941, are still in order.

A. H. RIBBINK,

District Supervisor, Fort Worth, Tex.

EXHIBIT A. PROGRESS REPORT DATED AUGUST 22, 1940, AND ORAL INTERVIEW
REPORTS MADE DURING INVESTIGATION

INTERSTATE COMMERCE COMMISSION,

BUREAU OF MOTOR CARRIERS,

Fort Worth, Tex., August 22, 1940.

Memorandum to District Director Childs:

Re: Progress of Investigation in *L & E 19311*—Migration of Beet Field Workers

In accordance with your request I initiated an investigation of the above-mentioned matter at Austin, Tex.: I first contacted Mr. Foreman, chief of the State highway patrol, and he furnished me with four copies of reports where trucks transporting Mexican laborers to Michigan were intercepted. I also contacted in Austin Mr. Harry Acreman of the Texas State Federation of Labor, Mr. R. M. McKinley of the United States Department of Labor and Mr. Byron Mitchell, director of the Texas State Employment Service. From these gentlemen I was able to secure nothing more than a general description of the operations of the Michigan sugar-beet companies and their agents in Texas. However, Mr. Mitchell permitted me to inspect all of their correspondence files in connection with the Mexican migration and from such files I photostated a considerable amount of interoffice correspondence which gives the names of various agents of the sugar-beet companies and also of several truckers who have been and perhaps still are engaged in the transportation of the Mexicans to Michigan. I explained to the above-mentioned persons the nature of the evidence that it would be necessary for us to have before any prosecution could be made. They

suggested that I contact the San Antonio office and Dallas office for further information and also advised that they would cooperate with us in every way possible.

In San Antonio I contacted Mr. Claude Belk, district supervisor of the Texas State Employment Service, and also Mr. Elliott and Mr. Kirshner, all of the same office. From this office I was able to secure very little factual information, but was advised that it would be without doubt a useless attempt to contact any of the agents of the sugar-beet companies to secure information. They advised that these agents were all quite educated Mexicans and were very tight-mouthed. As a result of investigations made by the Texas State Employment Service they advised that they were of the opinion that these licensed employment agents of the sugar-beet companies were financed by the sugar companies and that the sugar companies advanced funds to these employment agents which were used in advancing expense money to various truckers in transporting the Mexicans to Michigan. It was their opinion that when the truckers arrived in Michigan they were paid off by the sugar companies and that the transportation costs were charged to the various accounts of the Mexican laborers and taken out of their earnings. Michigan license plates, according to the Texas State Employment Service, are in some cases purchased by the growers and sugar companies in Michigan and sent to the truckers in Texas so that they will encounter less difficulty in getting through to Michigan, it appearing they are on their way home.

Mr. Belk advised that in his opinion the transportation of Mexican laborers by truck was on the decline. He stated that a couple of years ago approximately 80 percent were transported by truck but that he now estimated not more than 10 or 15 percent were going by truck. This decline in his opinion was due to the fact that some of the sugar-beet companies had issued a ruling that a trucker could only make one trip up at the beginning of the season and one trip back at the end of the season and could not carry more than 30 passengers. Such a ruling made it much less profitable for the trucker. However, reports from the Dallas office of the Texas State Employment Service indicate that some truckers are still engaged in making several trips back and forth to Michigan, both in the Dallas and San Antonio areas.

It appears to me that if we could get access to the records of the sugar-beet companies in Michigan, sufficient evidence could be secured which would result in a prosecution of some of these truckers. It further appears that these sugar-beet companies through their agents in Texas might be held to be aiding and abetting these truckers in violating the act by advancing transportation expenses, and that if the matter was fully explained to them and that if they were warned that a detailed investigation would be made unless the unlawful operations were stopped, the entire matter could be cured by such procedure.

On the other hand if access to the records of the sugar-beet companies cannot be secured, the only other procedure would be to attempt to secure evidence from the Mexican laborers and truckers upon their return to Texas this fall. This, of course, would be a very difficult task and I am advised that even the Mexican laborers have been educated not to give out information. * * *

I am not setting this up in the form of a preliminary report at this time.

A. H. RIBBINK,
District Supervisor.

Form BMC Field No. 3

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

By: A. H. Ribbink.

At: Dallas, Texas.

Name: Mr. R. L. Coffman. Title: Manager; Mr. Fred Dominguez, Field Officer.

Name of Firm: Farm Placement Bureau, Texas State Employment Service.

Address: Dallas, Tex.

Type of Operation:

Date: August 28, 1940.

Telephone ☐ Office ☐Personal ☐ Field ☒

. Docket 19. Re: L&E 15200-12.

Substance of the inquiry and answer given:

The matter of the migration of Mexican laborers to the beet fields of Michigan was fully discussed with the above gentlemen and they were both of the same opinion that it would be a useless attempt to get any worthwhile and reliable information from any of the employment agencies in Texas or from any of the truck owners who are engaged in transporting the Mexicans to the beet fields. Mr. Dominguez, however, was of the opinion that when the laborers began returning from the beet fields it would perhaps be possible to find some of the laborers who would possibly be willing to give us a statement. Mr. Dominguez further advised that he would keep us posted as soon as the migration started from the beet fields which would be in October or November and that at such time he would be on the lookout for Mexican laborers who were dissatisfied with the treatment received while in Michigan.

Mr. Coffman, who is Mr. Dominguez's superior, stated that Mr. Dominguez had the good will of all of the Mexicans in the vicinity of Dallas and that it would perhaps be advisable not to let them know that Mr. Dominguez was actively assisting us in such investigation for fear that Mr. Dominguez might lose some of the good will among the Mexicans. Otherwise, however, they will cooperate with us in every way possible.

cc Supervisor Hayden.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

By: A. H. Ribbink.

At: Dallas, Texas.

Name: Mr. R. L. Coffman. Title,

Name of Firm: Texas State Employment Service.

Address: Dallas, Texas.

Type of Operation:

Date: October 18, 1940.

Telephone ☐ Office ☐Personal ☐ Field ☒

Docket Re: L & E 19311—Migration of Mexican

Laborers to the Beet Fields of Michigan.

Substance of the inquiry and answer given:

I called on Mr. Coffman merely to keep him mindful of the fact that we are very desirous of contacting as many Mexicans as possible as they return from the beet fields this fall.

Mr. Coffman stated that he and Mr. Dominguez were keeping the matter in mind and immediately upon receipt of any information which would result in our contact with any of the Mexicans he would advise us.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: December 18, 1940.

By: A. H. Ribbink.

Telephone ☐ Office ☐

At: Dallas, Texas.

Personal ☐ Field ☒

Name: Marcus Hernandez. Title

Name of Firm:

Address: R. F. D. No. 3, Dallas, Texas.

Type of Operation

Docket: Re: L. & E. 19311-12.

Substance of the inquiry and answer given:

Fred Dominguez of the Texas State Employment Service, Dallas, Texas, suggested that we contact the above Mexican for information concerning the above L. & E. case, due to the fact that he worked in the beet fields of Ohio during the 1940 season.

Hernandez was contacted and advised that he did work in the beet fields adjacent to Findlay, Ohio, during the 1940 season for the Great Lakes Sugar Beet Company, and that he used his own truck to transport himself and family to and from Ohio. The truck was at his residence and was found to be a used school bus. An attempt was made to secure from Hernandez a list of workers who were transported by truck to the Ohio and Michigan beet fields, but he was only able to recall two persons, one being Amado Espinosa and the other Maximilian Mosquero, both of Dallas. He was very cooperative and quite an intelligent Mexican, and stated that he would attempt to learn the names of Mexicans who went by truck and would furnish the information to Fred Dominguez, of the Texas State Employment Service.

Hernandez stated that the majority of the workers in the Ohio beet fields, in his opinion, came from the San Antonio area. He stated that Julio de la Pena, of Realitos, Texas, was a representative of the Great Lakes Growers Employment Service, Inc., and that he not only arranged for the employment of the workers but owned three trucks in transporting the workers to and from the beet fields of Ohio. He further advised that he was informed that Pena used two trucks in the transportation of workers which were owned by the Great Lakes Sugar Beet Company. According to Hernandez, Pena made around \$6,000.00 this year transporting the workers; that Pena is an influential Mexican in Realitos.

The following names were given by Hernandez as carriers in the San Antonio area who hauled workers during this season:

Jose Rodriguez, San Antonio.

Ben Vargar, San Antonio.

Rafael Didal, San Antonio.

Jose Angel Franco, Crystal City.

Ramon Benavides, San Antonio.

Francisco Torres, San Antonio.

Jose Molina, San Antonio.

Pedro Villarreal, Blanco City.

An attempt was made to locate Amado Espinosa mentioned above, but we were unable to do so. Maximilian Mosquero mentioned above, was contacted, but he stated that he and his family went to Indiana in a truck belonging to a neighbor, and that no other workers went along with them. He pretended to know nothing about workers in the Ohio and Michigan areas.

cc Supervisor Hayden.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: January 21, 1941.

Telephone ☐ Office ☐Personal ☐ Field ☐

By: A. H. Ribbink

At: San Antonio

Name: F. De La Garza, 1217 Buena Vista St., San Antonio. Title: Local Agent.

Name of Firm: Northern Sugar Beet Growers', Inc.

Address: Bay City, Michigan.

Type of Operation . Docket Re: L&E 19311

Substance of the inquiry and answer given:

Garza stated he recruited approximately 555 laborers during the past season. Mr. Carl Glave of the Great Northern Sugar Beet Company, Bay City, Mich., comes down each season and makes advances to those needing same and assists in making transportation arrangements. Garza merely recruits, receiving \$1.00 per head. Garza states his State license fee is about \$150. (note Cortez says \$1,500). Garza was asked for the names of those with trucks who transported part of his recruits and he gave the following names but did not know their street addresses:

Antonio Escovel

Valentine Rivera

Jose Ramon

Clayton Alguesaba

He stated that these four truckers made only a trip up and one back at the end of the season and that all the rest of his recruits went by private car.

Garza has a list of all his recruits which can also be secured from the Department of Labor at Austin.

Garza further stated that Mr. Carl Glave was recently in San Antonio regarding the coming season's requirements and stated that all would have to go to Michigan either via railroad or via private car and none by trucks, that for several days after a truck trip they were either sick or "no good".

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: Jan. 21, 1941.

Telephone ☐ Office ☐Personal ☐ Field ☐

By: A. H. Ribbink.

At: San Antonio.

Name: S. P. Acosta, 2610 San Luis St., San Antonio. Title: Local Agent.

Name of Firm: Mt. Pleasant Beet Growers' Association.

Address: Mt. Pleasant, Michigan.

Type of Operation . Docket Re: L&E 19311.

Substance of the inquiry and answer given:

Acosta stated that he recruited 1,013 laborers the past season. The association each year sends him a list of the laborers who have proven satisfactory and he then writes them to come in and sign up for the coming season. He receives \$1.00 per worker who reports for duty.

A Joseph Schoeller is director of the association according to Acosta but Arthur Grandy also of the association comes down each year when recruiting is going on and assists in the signing up and makes advances. According to Acosta truck owners and operators are advanced on an average of \$75 to

\$100 and individuals with only families or relatives are advanced only \$30 to \$35, depending on circumstances and reliability.

Acosta has a list of his recruits of the past season and states he can also furnish us with a list of those who transported groups by truck for hire and will give us such list tomorrow. He stated in his opinion that 10 to 15% of his recruits were transported by truck for hire and the rest went by private car.

He stated that he was contacting the railroads to see how good a price he could secure for transportation next season. He hopes to be able to represent several of the growers' committees this coming season.

(He states he understands Cortez is going to be let out as he is unsatisfactory. Simon Vasquez, -508 Oelkers St., San Antonio, is agent for the Great Lakes Employment Committee, Detroit.)

Form BMC Field No. 3

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

By: A. H. Ribbink.

At: San Antonio.

Name: Frank Cortez. Title: Local agent.

Name of firm: Beet Growers' Employment Committee, Inc.

Address: Saginaw, Mich.

Type of operation:

Docket: L&E 19311.

Substance of the inquiry and answer given:

Date: January 21, 1941.

Telephone ☐ Office ☐

Personal ☐ Field ☒

Cortez was contacted for the purpose of securing a list of laborers that he had recruited and especially a list of truckers who had transported laborers to the beet fields during the past season.

He appeared very cooperative and stated that he had recruited approximately 3,500 during the last season. Cortez merely signs them up and provides a space for medical examination and for such service receives \$1.00 per head for every laborer who reports for duty.

M. C. Henderson, executive secretary of the above-named committee and who according to Cortez is an officer of the Michigan Sugar Company also, is on hand at the time of recruiting of the laborers. Those who have legitimate debts to liquidate and have a good past record are given cash advances. Truckers also are given advances if found to be reliable. Cortez stated that he would estimate from 800 to 900 were given advances the last season. Checks are written by Henderson on the Committee mentioned above and deduction orders are signed by the recipients and later deducted by the sugar company, from the laborers wages. According to Cortez, the Committee is a nonstock and non-profit-making corporation and is an organization of the beet growers. The sugar companies apparently cooperate by making the cash advance "deduction orders." Cortez stated that his only duty was to recruit and sign up the laborers and had nothing to do with the transportation of the laborers to the beet fields; that M. C. Henderson did all advancing and the amounts depended on what the advance was for, \$3.00 per head, he thought, was advanced to truckers. On individuals it varied.

Cortez states he has a list of all laborers that he recruited and a similar list is filed at Austin, Dept. of Labor. No street address is kept, only city address. He has no record of advances that were made nor of truckers who transported the laborers. He stated that Henderson, from his check "advances" could give a list of the names to whom advances were made and the large advances would be to those who transported a group to the beet fields.

Cortez says he pays approximately \$1500 for his employment agency license to the State of Texas. It appears the Beet Growers' Employment Committee makes advances to him and makes deductions later from his recruiting income.

Form BMC Field No. 3

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: Jan. 21, 1941.

Telephone ☐ Office ☐Personal ☐ Field ☒

By: A. H. Ribbink.

At: San Antonio.

Name: W. B. McFarland. Title: Dist. Supv'r. Joe Castanuella, Investigator;
Mr. Elliott, Chief Clerk.

Address: Texas State Employment Service, San Antonio, Texas.

Type of Operation: . Docket: Re: I&E 19311.—Interstate Transportation of Mexican Laborers.

Substance of the inquiry and answer given:

No specific information was received from the above contact insofar as names of truckers or laborers was concerned. They stated, however, that if we would contact and secure authority from Mr. Byron Mitchell, director of the Texas State Employment Service at Austin, they would be glad to make an attempt to contact laborers who were transported in trucks to the beet fields in the north and secure statements from them.

Mr. McFarland stated also that recently there a representative from one of the sugar companies in Austin and discussed transportation matters with Mr. Mitchell and also Mr. R. M. McKinley, of the U. S. Department of Labor, and it was his opinion that the use of railroad transportation was contemplated the coming season. He had no definite information and suggested that we go to Austin for same.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date Jan. 22, 1941.

Telephone ☐ Office ☐Personal ☐ Field ☒

By: A. H. Ribbink

At: Crystal City, Tex.

Name: W. A. Butler, Crystal City, Tex. Title: Local Agent.

Name of Firm: American Crystal Sugar Co. (J. B. Bingham, Dist. Mgr.).

Address: East Grand Forks, Minnesota.

Type of Operation: . Docket: Re: I & E 19311-12.

Substance of the inquiry and answer given:

Butler is local labor agent for the above-named company and is paid an annual salary, the amount he did not say. He recruits laborers for Iowa, Minnesota, South and North Dakota. He is a Texas licensed agent and recruited 912 workers during the 1940 season. License cost is \$160 plus cost of a \$5,000 bond. He states he never makes any cash advances to the workers, neither does the sugar company. However, he says that the growers do send advances to those workers who they know are reliable and who have worked for them before. Butler claims to make no transportation arrangements for the workers, merely signing them up and telling them when to report for duty. The salary paid him by the sugar company, according to Butler, is pro-rated among the growers according to acreage. He says Bingham nor any other representative of the sugar company is on hand at the time of the recruiting.

At the end of each season the growers send Butler a report on the name of the worker, where he worked, number of acres, whether he came by private car or with whom, and his rating as a good, fair or bad worker. The growers advise whether they want the worker the following season. Butler at the time of this contact had such reports on the Minnesota district but the other three

districts had not yet reported but should do so soon. He gave a copy of the Beet Grower's Agreement for Hand Labor and a copy of his Work Assignment form, as a matter of information. (They are attached hereto.) Butler was very cooperative and permitted access to the worker's reports mentioned above. A list of truckers who transported laborers is attached hereto.

Butler was advised that the transportation of the workers for hire without authority was unlawful. He stated he realized that any trucker who made this a business was doing so unlawfully but did not know that one load up and one back was unlawful, furthermore he had nothing to do with the transportation but did not see how the workers could pay railroad fare.

Mr. _____ At _____
CRYSTAL CITY, TEXAS, _____ 1940
Representative Mid-West Beet Growers; in accordance with your order, now on file in my office, for beet field workers, I am assigning the following to you today:

Name	Sex	Age
-----	-----	-----

They understand that they are to arrange for their own transportation and are to work under provisions and conditions provided for under your contract No. 3762, 7800-EGF-CH-MC, year 1940.

These laborers are being consigned under the following license: Texas Private Employment Agency License No. 177, License for Private Emigrant Agent No. 13.
Home Address of Laborers _____ W. A. BUTLER,
City _____ Texas 81 1/2 E. Zavala Street,
Crystal City, Texas.

BEET GROWER'S AGREEMENT FOR HAND LABOR ON SUGAR BEETS
SEASON 1940

1. THIS AGREEMENT, made in duplicate and agreed to on date specified here below between party of the first part and party of the second part, who have signed this agreement in duplicate.
2. Party of the first part agrees to plant beets just as early in the spring as the ground will be in condition.
3. Beets are to be thinned by the second party as soon as all beets show six leaves, leaving only the largest beets in a place. Doubles must not be left when thinning is finished.
4. It is understood and agreed by party of the second part that all rows shall be worked the full length, soil conditions permitting, so as not to interfere with the cultivation, and that all work on the beets is to be done in the order of planting.
5. After beets are blocked and thinned and weeds start to grow in the row, hoeings must be started at once and beets are to be kept clean and free from weeds until August 1st.
6. Weeds must be hoed out and the beets kept clean in a strip not more than six inches wide in the row, by said second party (to be known as the worker's row) and said hoeings shall be done at such time as is deemed best by the parties agreeing.
7. Party of the first part agrees to keep beets cultivated between the rows in a husbandlike manner, leaving a strip not more than six inches wide. It is understood that the cultivator must precede all hand work, cultivating once or twice before blocking and thinning, and immediately after thinning, as soon as the beets stand up. Weeds shall not be allowed to grow so big in the grower's row that the cultivator will shove them back in the worker's row, and thus the second party be held responsible for a dirty field. As much cultivating shall be done by the party of the first part as is necessary to keep the grower's row free from weeds, and as much hoeing shall be done by party of the second part as shall keep the worker's row clean and free from weeds.
8. When beets are ready to harvest and the American Crystal Sugar Company has notified party of the first part to begin harvest, the beets are to be lifted by party of the first part and party of the second part agrees to pull and top every row of beets, striking them together to remove all the dirt possible.
9. All beets are to be well covered by second party with all the tops each day if not being hauled from the field that day so as to prevent freezing and shrink and

the beets becoming black and thus becoming unfit for making sugar. The surface of the ground where piles shall be made shall be level and prepared by first party and beets shall be piled free from tops and trash by second party.

10. No BEETS are to be pulled and left exposed over night on the field. If beets are pulled one day and are to be topped the next day, they must be piled by second party so as to protect them from freezing.

11. Party of the first part agrees to furnish a suitable dwelling place, clean, dry, and warm, free from cracks, crevices, and leaky roof, not adjacent to barnyards and feed lots, convenient to drinking water; a place suitable for a family to live in.

12. Party of the second part agrees to maintain at all times clean and wholesome conditions within and around his home. Failure to have house ready upon workers' arrival, party of the first part agrees to pay necessary board and lodging of the party of the second part until house is ready. Should party of the second part refuse to use dwelling after it is completed according to above agreement, then they shall pay for their own board and lodging.

13. Party of the first part agrees to transfer party of the second part and their belongings from the railroad station to their dwelling place, and return them again when their work is finished in the fall. And if the party of the first part fails to do this, he is willing to pay a reasonable amount for such moving expenses.

14. SECOND party shall have the right to occupy said dwelling only during the life of this contract, and when the work herein provided is completed, shall vacate said premises within a reasonable time; and if second party at any time for any reason, except sickness of himself or family, ceases or neglects to perform the work and in the manner as herein provided, he shall immediately vacate said premises, hereby waiving all notice and demand so to do; and first party may maintain action of ejecting without any preliminary notice or demand except notice of such action.

15. Party of the first part agrees to furnish sufficient hoes, files, and topping knives to party of the second part to do the work.

16. Should party of the second part at any time fail to perform the work at the PROPER TIME and in the manner as above agreed, party of the first part shall have the right to have such work performed and deduct the cost of doing it from the amount due said party of the second part.

17. It is further agreed that in case the party of the first part fails to secure a satisfactory stand of beets, this contract shall be considered void, and that if at any time during the growth of said crop of beets its condition shall be such as not to justify a continuance of the work on the crop, this agreement shall be considered null and void as to the unfilled portion of it, and the party of the second part shall receive pay for only what has been done.

18. In case of any dispute or any question arising as to the advisability of continuing the work on the crop, or as to the measurements of the field, said dispute shall be decided by the AMERICAN CRYSTAL SUGAR COMPANY, or its field representative, having authority to so decide.

19. *Party of the second part agrees to comply with any and all regulations or rulings in regard to child labor which may be prescribed by any duly authorized governmental authority, and if second party shall violate any such regulations or rulings he shall absolutely forfeit all right to any and all amounts remaining unpaid for any and all work theretofore or thereafter performed.*

Cultural methods briefly defined

20. CROSS CULTIVATED FIELDS shall be those fields which have been cultivated with the row and across the row at least once immediately before thinning and at least once with the row and across the row immediately before hoeing.

BLOCKED FIELDS shall be those fields which have been cross cultivated only before thinning with no successive cross cultivation afterwards.

OLD METHOD OR HILL DROP FIELDS shall be those fields which are blocked out by hand, fields planted by a hill drop drill or where no cross cultivation has been done.

Schedule of payments

21. Payments for hand labor for beets properly thinned and kept clean until August 1st will be made when Grower has completed credit arrangement to do so, but in no case prior to August 1, 1940, at the following rates:

Cross Cultivated Fields-----	\$9. 50 per acre
Blocked Fields-----	10. 50 per acre
Old Method or Hill Drop Fields-----	12. 00 per acre

Payments for harvesting will be made at the following rates :

90c for each ton up to and including 7 tons per acre, plus 80c for each ton per acre above 7 tons, with a minimum of \$5.40 per acre, said minimum to be advanced upon completion of topping, but in no case prior to October 25, 1940.

Any balance due above minimum harvest payment, to be paid on or about December 1, 1940, based on average yield of entire acreage harvested by grower signing this labor contract.

If the use of special machine methods of planting, cultivation, or harvesting reduce the amount of labor required as compared with the common method in use in the area, the wage rate and minimum wage rate is to be agreed upon by the producer and laborer. In both cases the rate must be approved by the A. A. State Committee.

The above rates per acre for blocking, thinning, and harvesting, and for handling of cases where the use of special machinery in planting and harvesting are used in conformity with determination made under date of April 4, 1940, by the Secretary of Agriculture, for District 2, which includes Iowa, Minnesota, and Eastern North Dakota.

Holdback

It is agreed that to insure the faithful performance of this contract a deduction of one dollar and fifty cents (\$1.50) per acre shall be made from the price for thinning and hoeing and this amount shall be paid when all the work for the season shall have been satisfactorily completed.

If Labor Contractor shall cease work before completion of this contract through no fault of his own, the Grower agrees to pay the Labor Contractor in full for all labor actually performed without any deduction whatsoever.

22. Should party of the first part during the life of this contract arrange credit for the second party to obtain groceries and clothing necessary for their maintenance, the total cost of which shall not exceed \$-----, then the amount of such credit shall constitute a just debt due said first party and second party agrees that any credit so arranged by first party up to the amount herein agreed upon, shall constitute a partial payment on any amounts due said second party under the terms of the contract, and may be deducted in whole or in part from any settlement with said second party.

23. Memorandum of special agreements, if any, between Grower and Labor Contractor :

Unless otherwise specified in "Memorandum of Special Agreement" above, the Grower further agrees to pay the Contractor for thinning, hoeing, and harvesting whether or not said work is performed, provided the Contractor presents himself at the proper time and is ready and willing to do said labor, unless crop is partially or totally destroyed by causes beyond control of Grower, or unless there is a crop failure.

24. Party of second part certifies the following are the names and ages of all workers to be employed by him in the performance of this contract :

Name	Age	Name	Age
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25. WITNESSETH, The party of the second part agrees and binds himself to care for during the year 1940, ----- acres of sugar beets, more or less, according to above agreement and a correct measurement to be taken by the parties of the first and second part.

26. Signature of Grower or Party of the First Part -----
of -----

Dated-----
Witness-----

27. Signature of Worker or Party of Second Part-----

Dated-----
Witness-----

L&E 19311-12

W. A. Butler, Crystal City, Texas, labor agent for the American Crystal Sugar Company, East Grand Forks, Minnesota, submitted records for our inspection and from such records it was found that the following truckers transported workers to the beet fields during the 1940 season:

Enrique Tomas, Crystal City (4 trucks; 2 cars) :

Pete Hernandez, Carrizo Springs, Texas.

Jose Luna, Crystal City, Texas.

Enrique Davila, Crystal City, Texas.

Ramon Torres, Crystal City, Texas.

Mike Saucedo, Crystal City, Texas.

Joe Guerrero, Crystal City, Texas.

James Mendoza, Crystal City.

Jose Ortega, Dallas, Texas.

Luiz Martinez, Robstown, Texas.

The following is a list of workers hauled by certain of the above-named truckers :

Jose Ortega, trucker, 2606 Alamo St., Dallas :

Ray Castillo, Route 6, Box 124A, Dallas.

Angel Hernandez, 2718 Turney, Dallas.

Guz P. Morales, 2317 Caroline, Dallas.

Joe Rivera, 2730 Caroline, Dallas.

Carmen Garcia, 2408 Caroline, Dallas.

Luis Arce, Dallas (no st. address).

Ignacio Guzman, 2106 Yates Alley, Dallas.

Joe Gonzales (Address unknown).

Blas Perez (Address unknown).

Arturo Martinez

Trinidad Rodriguez

Agustin Santozos

Guadalupe Soto

Visente Moran

Juan Orteza

Ernestor Moran

} Address can be secured from Carl A. Johnson,
Alvarado, Minn.

Felozonio Cuellar, Route 9, Box 449, San Antonio.

Luis Cuellar, Route 9, Box 449, San Antonio.

Jacinto Aguilera, 1700 Elm St., Ft. Worth, Texas.

Antonio Orteza, 1209 Presidio, Ft. Worth.

Francisco Gonzales, 1709 Terry St., Ft. Worth.

Pascual Medina, Box 345, Cooper, Texas.

Maria Garcia, Cooper, Texas.

Enrique Tomas, trucker, Crystal City :

Arturo Garcia, Eagle Pass.

Jesus de la Cruz, Eagle Pass.

Henry Thomas, Crystal City.

Lasara Diaz, Crystal City.

Valentine Soldara, San Antonio.

Sandoval Guillermo, Pearsall.

Luiz Contreras, Corpus Christi.

Expectation Salazar, Corpus Christi.

Santiago Rodriguez, Corpus Christi.

Santiago Martinez, Corpus Christi.

Miguel Trevino, Corpus Christi.

Ricardo Hernandez, Corpus Christi.

Enrique Davila, trucker, Crystal City :

Rodolfa Prado, La Pryor.

Esperidion Valdez, La Pryor.

Diego Ramos, Eagle Pass.

Elviro Maldorado, Eagle Pass.

Francisco Aldope, Eagle Pass.

Jose Olivares, Crystal City.

Toribio Ozura, Crystal City.
 Rumaldo Gomez, Corpus Christi.
 Angelo Cobarrubias, Corpus Christi.
 Chon Ortiz, Corpus Christi.
 Rafael Arizmendiz, Corpus Christi.
 Elias Garza, Corpus Christi.
 Rodolfo San Miguel, Corpus Christi.
 Miguel Rodriguez, Corpus Christi.
 Brigido Rodriguez, Corpus Christi.
 Peledo Martinez, Corpus Christi.
 Jesus Urdiales, Corpus Christi.

Joe Guerrero, Crystal City, trucker.
 Beto Abalos, Crystal City.
 Guadalupe Cordona, Crystal City.
 Bruno Mata, Crystal City.
 Gustava De Leon, Crystal City.
 Julian Morales, Crystal City.
 Mando Garcia, Crystal City.
 Basilio Ortey, Crystal City.
 Jacinto Perez, Crystal City.
 Guadalupe Martinez, Crystal City.
 Delfino Guerrero, Crystal City.
 Mike Saucedo, trucker, Crystal City:
 Gumercindo Saucedo, Crystal City.
 Juan Saucedo, Crystal City.
 Agopito Gallegas, Crystal City.
 Carlos Mendoza, Crystal City.

The records showed that a number of workers were transported in a "labor truck," but the owner of the labor truck was not given. Records showed that Victor Salazas, 1021 No. Colorado St., San Antonio, Texas, was a worker who was transported in a labor truck and perhaps from him information can be secured as to the owner of the truck.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: January 23, 1941.

Telephone ☐ Office ☐
 Personal ☐ Field ☒

By: A. H. Ribbink.

At: Realitos, Texas.

Name: Julio de la Pena, Realitos, Texas. Title: Local Agent.

Name of Firm: Great Lakes Growers' Employment Committee, Inc. (L. W. Eschelsen, Executive Sec'6).

Address: Findlay, Ohio.

Type of Operation: . Docket: Re: LE 19311-12.

Substance of the inquiry and answer given:

Pena advised that he recruited between 800 and 900 workers from his area, some coming from Corpus Christi, Robstown, and other south Texas towns. He is a licensed Texas agent, such license costing \$160. Last season the above-named committee advanced him about \$3,400 to use as advances to workers in assisting them to get to Ohio. The advances averaged \$4 per head but ran from a couple of dollars to several dollars depending upon his knowledge of the recipient. Deduction orders are signed and taken out of the workers' wages.

Pena further advised that in the 1940 season he had three trucks and transported about 250 workers to Ohio. His three trucks made two trips to Ohio with workers. He charged \$9 per head for transportation, one way. His trucks while in Ohio were used in transporting the workers from one field to another and also in hauling beets for the growers and sugar company. About half of the workers he recruited (450) went in private cars. Approximately 200 besides the 250 which he transported were hauled by other truckers. The names of these other truckers are attached hereto. A report to the Texas Department of Labor was made by Pena showing the names of the workers. He states that no trucks of the sugar company were used by him in transportation of laborers.

Pena stated for all his recruiting work plus his work while in Ohio he cleared about \$2,000. This covered a period from April to the end of December. While in Ohio he stated an I. C. C. man contacted him and told him he was violating the law by hauling the workers and as a result all three of his trucks returned empty after the season was over. He is about 55-60 years of age and said he was too old to get into any trouble. He was asked how the workers returned. He advised that they bought used cars or rode home with friends.

He also said the I. C. C. representative promised to furnish him with forms to make an application for authority to transport the workers but that he perhaps had left Ohio before they were sent. He is contemplating making an application in the near future but was advised that such an application could not be acted upon before the new season began. He then wanted to know if he could use his trucks and let the passengers share the expense of operating them to Ohio, as he could use them (trucks) while in Ohio. He further stated that the workers could not afford to pay railroad fare to Ohio as it was too high. He was told that if the growers or sugar company really needed them they could undoubtedly share such expense and make it possible for them to get there in a lawful and humane manner.

Pena was advised that due to the fact that his trucks were used for transportation for hire in Ohio during the beet season, the share-expense plan in transportation of the workers would be unlawful.

(NOTE.—From Pena, practically all facts, evidence, and information which would lead toward prosecution was offered and could be secured. From Cortez, in San Antonio, who recruited perhaps $\frac{3}{4}$ of the workers from Texas, the necessary evidence could not be secured.)

Julio de la Pena, Realitos, Texas, advised that the following truck owners hauled Mexican workers during the 1940 season from the Realitos area to the beet fields of Ohio:

Jose Franco, Crystal City, used two trucks and made two round trips in carrying workers to the beet fields. De la Pena did not know whether Franco hauled workers on the return trip.

Guillermo Guerra, Realitos, Texas, used one truck and made two round trips hauling workers to the Northern beet fields during the 1940 season.

Hipolito Flores, 1610 Tampico Street, San Antonio, used one truck in hauling workers.

Jose Rodriguez, Zazamora St., San Antonio, used two trucks and made two round trips.

Pedro Villareal, Spring Branch, Texas, used one truck in hauling workers. Eleodoro Estrada, 1506 Fernando St., San Antonio, used one truck in hauling workers.

Julio de la Pena stated that in his opinion the above truckers hauled about 200 workers to the beet fields, but did not have information as to whether or not they hauled the workers back to Texas. It will be noted in Oral Interview Report of January 23 that Julio de la Pena stated that he hauled approximately 250 workers to the beet fields but while in Ohio learned from an I. C. C. representative that such transportation was unlawful and that he therefore had his three trucks return empty at the end of the season.

Form BMC Field No. 3.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: January 24, 1941.

By: A. H. Ribbink.

Telephone ☐ Office ☐

At: Austin, Texas.

Personal ☐ Field ☒

Name: Mr. R. M. McKinley. Title: Senior Farm Placement Supervisor.

Name of Firm: United States Department of Labor.

Address: Austin Texas.

Type of Operation. Docket: Re: L&E 19311-12.

Substance of the inquiry and answer given:

Mr. McKinley advised that M. C. Henderson, Executive Secretary, Beet Growers Employment Committee, Inc., of Saginaw, Michigan, was recently in Austin and advised that he was interested in employing six thousand Mexican laborers during the 1941 season. It was Mr. McKinley's understanding that Henderson had been negotiating with the railroads for a special train and Mr. McKinley thought that arrangements had been made. He did not know whether arrangements were made with the M. K. & T. Railroad or the Missouri-Pacific.

Mr. McKinley furnished certain reports from his Corpus Christi and Dallas investigators and stated that if he received any information which would be of interest to us, same would be forwarded.

EXHIBIT B. REPORTS OF TEXAS HIGHWAY PATROL

STATE OF TEXAS, DEPARTMENT OF PUBLIC SAFETY

HIGHWAY PATROL AND SAFETY DIVISIONS, CAMP MABRY, AUSTIN

TEMPLE, May 15, 1940.

Mr. F. D. ALBRIGHT,

*Captain, Texas Highway Patrol,**Travis County Courthouse, Austin, Tex.*

DEAR SIR: The following is the information requested by you in your inter-office communication of April 8, in regard to emigrant movement of Mexicans:

Truck: 1931 Chevrolet 1½-ton Truck.

Driver: Sam Escoto, 1503 St. John St., Flint, Michigan. Driver's License: Tex. 3197162.

Owner: Same.

Truck License: Michigan 87-90-BD.

Yours very truly,

(Signed) R. E. REYNOLDS,
R. S. Reynolds,
Patrolman No. 299.

STATE OF TEXAS, DEPARTMENT OF PUBLIC SAFETY

HIGHWAY PATROL AND SAFETY DIVISIONS, CAMP MABRY, AUSTIN

LUBBOCK, TEX., April 16, 1940.

Mr. HILL FOREMAN,

*Chief, Texas Highway Patrol,**Austin, Tex.*

(Attention: Hon. Joe Kunschik, Commissioner of Bureau of Labor Statistics.)

DEAR SIR: As requested in your interoffice memorandum to all Captains concerning emigrant movements, and dated April 6, 1940, I submit the following information:

Emigrants on way to Colorado to shear sheep.

Driver, Antonio Santos, Uvalde, Texas.

Vehicle, 1937 Ford 1½ ton truck, Lic. 198cm106 and motor 3735891. Chauffeurs License number B-88800 (Texas, expired). Had with him 18 Mexican men. They are on their way to Mount Rose, Colorado. Driver stated he owned truck he was driving.

Yours very truly,

(Signed) HENRY ROBERTSON,

Henry Robertson, *Texas Highway Patrol, Lubbock, Tex.*

STATE OF TEXAS, DEPARTMENT OF PUBLIC SAFETY

HIGHWAY PATROL AND SAFETY DIVISIONS, CAMP MABRY, AUSTIN

CORPUS CHRISTI, TEX., May 8, 1940

Mr. HILL FOREMAN,

Chief, Texas Highway Patrol, Austin, Tex.

DEAR SIR: In regards to your order to check trucks who were found to be in Texas hauling labor to the Beet Fields in other states, this is to advise you that today I checked the following truck, a 1940 Chevrolet one and one-half ton truck bearing Ohio license for 1940, #6 DF 48, being driven by Joe B. Gonzales, Ohio Chauffeur license No. 38400, age 32, 220 lbs., 5'8" hgt., brown eyes and hair, address, c/o The Great Lakes Sugar Company, Frindley, Ohio.

The truck was registered in the name of J. de la Pena, and his address was the same as the Driver of the truck, but upon examination of the papers which the driver showed to me, I found a letter from the party whom the truck was registered to to the Labor Supt. of the Great Lakes Sugar Co. Att. Mr. Eskelson, so upon information secured from the driver I found out that the J. de la Pena lives at Realitos, Texas, and that he contracts to hire the labor for the above company. The above letter was written on the date of May 7, 1940, from Realitos, Texas.

This truck at the time I checked it had forty-eight persons on it other than the driver; there were forty-one adults and seven children, all Mexicans and all said that they were American subjects and lived in this part of the country.

The driver of the above truck said that he did not know where the truck was bought nor did he know if J. de la Pena ever lived in Ohio. I did not hold this truck nor give him any instructions as to what to do other than to go ahead.

Hoping that the above information is that which you wanted, I am

Yours very truly,

(Signed) A. S. WIER,

A. S. Wier, Patrolman # 296, Corpus Christi, Tex.

[Copy]

DEPARTMENT OF PUBLIC SAFETY

INTEROFFICE MEMORANDUM

Date: April 24, 1940.

Division:

To: F. D. Albright, Captain, Texas Highway Patrol.

From: T. R. Gallamore, Texas Highway Patrolman.

Subject: Immigrant Beet Pickers.

While on routine patrol yesterday on Highway #81 north of Austin, we stopped a 1937 Model A truck driven by Alfonso Sifuentes, thirty year old Mexican of Crystal City, Texas. He was stopped for mirror violation and it was found that he had no chauffeur's license. This truck was loaded with thirty Mexicans, all residents of San Antonio, Texas, and they had in their possession health cards with photographs attached issued by an employment agency of San Antonio, Texas, which had been furnished this employment agency by the State of Michigan, and which authorized the bearer to work as a laborer in that State in the beet fields.

These laborers were in charge of a Mexican by the name of Lorenzo Vasquez, also of Crystal City, and owner of the truck. They were en route at the time from San Antonio to Lansing, Michigan.

This is for your information.

Yours very truly,

T. R. GALLAMORE #113.

STATE OF TEXAS DEPARTMENT OF PUBLIC SAFETY,
HIGHWAY PATROL AND SAFETY DIVISIONS,
Camp Mabry, Austin, May 11, 1940.

Mr. F. D. ALBRIGHT,
*Capt., Texas Highway Patrol,
Austin, Tex.*

Subject: Immigrant beet pickers.

DEAR SIR: On May 10, while working with you I encountered a party of 14 Mexican laborers under the direction of Frank Lozano all from Fowlertown, Texas, traveling to Granada, Minn., to work in the beet harvest. This party was traveling in two 29 Ford sedans Texas Lic. #814-053 and #814-217 and one other car that we did not get to observe. This party was encountered near Round Rock on U. S. #81.

On May 11, while working with Patrolman L. N. Fox I encountered a party containing 14 Mexican laborers from San Antonio en route to Saginaw, Mich., to work in the beet fields of the Michigan Sugar Co. of Saginaw. This party was under the direction of Carlos Segovia of San Antonio (1919 W. Travis St.) and was travelling in a 29 Ford Sed., Texas Lic. #103-304 and a 37 Ford pickup, Lic. #160618. This party was contacted in San Marcos at about 11:10 p. m. on this date.

Very truly yours,

(Signed) C. L. CHANCE,
C. L. Chance, *Patrolman #3.*

SAN ANTONIO, TEX., *January 21st, 1941.*

Mr. A. H. RIBBINK,
*District Supervisor, Interstate Commerce Commission,
Bureau of Motor Carriers, Fort Worth, Tex.*

DEAR SIR: Complying with your request, hereunder please find the Following Names of Men who went to Michigan to work beets in 1940, in their own trucks, as to the amount of passengers each carried I have no record:

Mike, Aguinaga, 616 Navidad St., San Antonio, Tex.

Demetrio, Chairez, Crystal City, Tex.

Tiodoso, Guerrero, R. F. D. # 3, San Antonio, Tex.

Martin, Salasar, Crystal City, Tex.

Martin, Gonzalez, Del Rio, Tex.

Hoping this will answer your question, I am,

Yours very truly,

S. P. ACOSTA.

EXHIBIT C. EXCERPTS FROM PHOTOSTATED FIELD REPORTS MADE AVAILABLE TO THE
INTERSTATE COMMERCE COMMISSION BY LOCAL INVESTIGATORS

April 24, 1939.—There are four licensed employment agents operating in Texas under the provisions of what is known as the Emigrant Agency Act. Three of these agencies are operating in San Antonio and one operates at Crystal City. Each appears to be an agent for sugar-beet companies located in Michigan.

Twelve labor scouts work for these Michigan companies under the four licenses mentioned above, and, according to information obtained from a representative of the State Labor Department stationed at San Antonio, the sugar companies of Michigan are attempting to recruit 8,000 workers from Texas. None but people of Mexican origin are being accepted.

Workers accepted by these companies are subjected to a physical examination. Upon arrival at destination in Michigan the sugar companies deduct \$11 from the wages of the workers to cover physical examination, transportation, and employment agency fees.

It is reported that several thousand workers are moving out of the State to Michigan on their own, with the expectation of securing employment upon their arrival there. It is assumed that many of the last mentioned are some who failed to pass the physical examination and if health rules are enforced in Michigan, these people will possibly suffer extreme hardships.

This migratory movement does not seriously affect the labor market in this State at the present time, as it leaves no apparent shortage. However, beginning July 1 on up to December 1, cotton harvest will utilize all available labor in this State. This estimate is based on the present outlook, which could change with severe drought or the appearance of destroying pests.

The thought occurs to us that if there is an alarming shortage of labor in Michigan, an organized effort should be made to clear sufficient labor and human transportation facilities furnished the workers.

March 29, 1940.—With reference to the migration of beet-field workers, the following information has been obtained as of today:

Rafael Tejerina, 2110 Wunger Street, Dallas, has been sent money by the Michigan Sugar Beet Co. to rent office space for handling the company's business and physical examinations. Two rooms have been acquired by Mr. Tejerina at the corner of Cedar Springs and Caroline Street. He will also, I have been informed, recruit labor for the above-mentioned company. As previously reported, Eusebio Trillo has already left for North Dakota. Angel Velasquez left yesterday for Indiana. His local address is unknown. Another truck of workers driven by Miguel Hernandez, who resided on North Akard, near the intersection of Wichita, left for the State of Michigan. The 2 latter trucks carried about 35 hands each.

This morning we were able to contact Mr. J. W. Ryan, who claims he is a representative of Chaska Sugar Beet Co., of Chaska, Minn. He was inquiring for Mr. Dolores Robles and stated he wanted Mr. Robles to recruit labor for his company. Mr. Robles resides at the corner of Ashland and North Akard. Evidently, Mr. Robles will again recruit labor this year for various sugar-beet companies.

It is still unknown just which truck drivers will undertake to make the trip this year. However, some of the truck drivers are making preparations to go but are still undecided.

Also it was learned in the last 2 or 3 days that some of the truck drivers are sending registration papers of their trucks to farmer planters in the North with which the employer secures auto tags and sends them to the truck owner here, thereby eliminating the necessity of buying plates here.

This morning I had occasion to join a meeting which was being held by a small group of laborers at the corner of Caroline and Wichita Streets and in the meeting some of the workers expressed their opinions regarding the transportation to the beet fields. The consensus of opinion in this group was that they would go to the beet fields providing the growers of sugar beets would send their families by railroad rather than by truck. They also were talking about getting all beet-field workers to demand the same thing, if possible.

This report is by no means complete. There is still a considerable amount of information to be obtained, and it can be obtained only by direct, daily contact with the workers as well as with the representatives of companies and the truck drivers.

April 5, 1940.—I am quoting below a report of the condition existing in San Antonio and will be in a position to give you a more detailed report shortly after April 10:

"1. Frank Cortez, 508 El Paso Street, is the only agent that we can be sure of at this time. He is the representative of the Beet Growers Employment Committee, Inc., of Saginaw, Mich. Their employment agency is in San Antonio. Applicants are also examined and checked here. This office handles everything south of Austin. Everyone north of Austin, in Texas, is handled in Dallas, where there is an examination point for the Michigan Medical Board and a checking point. All employment is checked to San Antonio office. Mr. Cortez

informs me that there is an increase of 25 percent in beet acreage this year and will call for more labor. Mr. Cortez has about 5,000 people from this area and 1,000 in Dallas area ready to go to Michigan, subject to physical examination.

"Mr. Acosta, on Pecos Street, was an agent for Isabelle Sugar Co., Mount Pleasant, Mich. No information as to when he will ship or if he will this year has been obtained.

"Mr. Vasquez, on Oelkers Street, was an agent last year for Lake Shore Beet Growers' Association of Michigan. No information as to whether or not he will ship out anyone this year.

"Mrs. Hortense De La Garza has obtained a license but no information as to whom or where she will ship.

"An agent in Crystal City is shipping to Minnesota every year.

"Another agent in Brownsville is trying to get a license to ship to Minnesota.

"2. The bulk of the workers will go to Michigan. There will also be people going to Minnesota, Wisconsin, and Colorado.

"3. Truck owners' names are not available yet, as very few have checked in. New regulations provide for the driver to make only 1 trip and haul up to 30 people. This is for drivers who work with their trucks in the fields.

"4. I would consider the number of people going to the beet fields very pertinent, but at this time the figures are not available. It is safe to say that quite a few more workers will be needed to handle the additional acreage.

"This information is very sketchy at this time. More complete information as to agents, truck drivers, and trucks, States using these people, and number of people leaving, beginning approximately May 1, will be available about the 10th of this month, April."

April 9, 1940.—Mr. Julio de la Pena of Realitos, Tex., claims to represent the Great Lakes Growers Employment Commission, Inc., of Findlay, Ohio, and he is going to operate an office to recruit farm labor from Webb, Zapata, Jim Hogg, Brooks, and Duval Counties.

Is it possible to determine whether or not this person has a license to operate in this State?

April 13, 1940.—Supplementing my letter of April 5 concerning migration of labor to the beet fields in the northern part of the United States, I am quoting below an additional report of the condition existing in San Antonio:

"It seems there will be four licensed agents in San Antonio, all shipping to Michigan. They are as follows:

"Frank Cortez, agent for Michigan Beet Growers Association, also called Beet Growers Employment Committee, Inc. They have opened an office on El Paso Street.

"S. P. Acosta, agent for Mt. Pleasant Sugar Beet Co., Mount Pleasant, Mich. His office is in the 300 block of Pecos Street.

"Simon Vasquez, agent for Great Lakes Sugar Co., Detroit, Mich. His office is in a private residence on Oelkers Street.

"F. De La Garza, agent for Great Northern Sugar Beet Co., Bay City, Mich. His office is in a private residence at 1217 Buena Vista Street.

"All agents are probably working with the Beet Growers Employment Committee, Inc.

"Mr. N. H. Henderson, who is here from Michigan as an agent of the Beet Growers Employment Committee, Inc., made the statement that they will not use any more people this year than last year. The beet area is larger this year, but he says they are using more mechanical aids. He expects about 4,200 people to leave from this area. (Everything from Austin south to the border is handled in this office. Everything north of Austin in Texas is handled at Dallas.) He expects from 500 to 1,000 people out of the Dallas area.

"Workers will also be sent to Colorado, Utah, Ohio, Indiana, Wisconsin, Minnesota, and Nebraska. Most of these people will be bootlegged into these States by unlicensed agents. Some of the Michigan beet growers have fields in adjoining States. No estimate of how many people will go to these States is available.

"All health examinations for people going to Michigan from this area will be made in Mr. Cortez' office at 511 El Paso Street by Dr. A. W. Newitt and Dr. T. M.

Koppa, of the Michigan Department of Health, and Dr. R. G. McCorkle, of San Antonio, Tex. A Dr. Mendenhall, of Dallas, will examine all in the Dallas area.

"At this time there still is no information as to the names of truck drivers. Mr. Henderson states that they are trying to discourage workers from using trucks for transportation. They are trying to get the workers to go up on a chartered train. The main drawback seems to be that the railroad charges \$15 per person and the trucks about \$9 per person. A large percentage of people go up each year in private cars, and this is O. K'd by Mr. Henderson. The ruling on trucks (as previously stated) is that trucks working in fields can take up one load (not to exceed 30 people) and bring back one load.

"On April 17, 18, and 19 private cars will start out to Michigan; on the 24, 25, and 26 trucks will leave; on the 27 the balance will be sent by train. Evidently people will leave from the Dallas area after May 6, as examinations take place there from May 6 to 10.

"No percentage is available on how many people will go in private cars, trucks, train, etc., but last year approximately 88 percent of the people went by private car and train—the majority by private car."

April 15, 1940.—The following crews have been referred by Mr. D. A. Butler, labor contractor at Crystal City:

Name of crew leader	Employer	Address	Number in crew
Enrique Tomas	Mid-West Sugar Industries	Fargo, N. Dak.	25
Pedro Teran	Vernon Burt	Swea City, Iowa	7
Mamuel Garres	Michigan Sugar Co	Flint, Mich.	6
Jose Rodriguez	H. F. Theede	Wells, Minn.	7
Pedro Flores	John Shut	Kiester, Minn.	5
Amador Cardenas	William N. Braumond	Ka-ra-wha, Iowa	8
Silvestre Guzman	H. J. Draht	Raymond, Minn.	6
Victor Flores	A. E. Bates	Wells, Minn.	7
Amstaelo Rivera	John Beach	Moorehead, Minn.	6

All these crews are from Crystal City. Mr. Butler says that this is all of the labor that has been referred to the present time, and as soon as the weather warms up in the north he will send about 3,000 workers into the following States: Minnesota, Iowa, North Dakota, and South Dakota. All the laborers furnish their own transportation, and each crew has a contract before leaving. Contract price is \$18 an acre for blocking, weeding, pulling, and clipping beets. * * *

Marcial Vega, from Richwood, Wis., is in Willacy County at the present time and is leaving with his family (he has 12 in his family) for San Antonio, and from there they will go back to Richwood, Wis. Mr. Vega does not know exactly who he will work for this year.

All other offices have reported that they contacted the crew leaders they are personally acquainted with, and none are planning on leaving. I have requested that they contact the various packing sheds and talk to the field men to see if they can get a lead on any of the crews that might be going, that the local office is not handling. That is, some of the crews that have been working regular with the sheds and perhaps are planning on leaving. I have a report from several of the offices in Hidalgo County listing the name of the sheds and the crew leaders that have been contacted, and these folks state that they are going to stay here and pick cotton and then move up-State as the cotton season gets under way. They are not planning on going to the beet fields.

April 16, 1940.—Reference is made to my memorandum of April 4, in which I stated that the League of United Latin-American Citizens would be called upon to take some action concerning the manner in which beet-field workers are transported to the fields.

I have just been informed by the home office of the league that steps have been taken to stop, if possible, the illegal practice of transporting workers by trucks.

April 16, 1940.—I am attaching a copy of a letter and a postcard addressed to _____, Dallas, Tex., which is self-explanatory. Please note that the Cortez Employment Agency, of San Antonio, Bexar County Tex., is contemplating opening an office in Dallas at 2110 Munger Street during the week of May 6 to May 10 for the registration of workers for the sugar-beet industry of the State of Michigan. The above-named address happens to be the residence of Rafael Tejerina, to whom I referred in my memorandum of March 29.

I have been reliably informed that Mr. Tejerina left early Sunday morning in the company of Cris and Rudolph Trevino for San Antonio to contact the Cortez employment office and make arrangements for hauling workers to Michigan. Mr. Tejerina owns a 1940 Ford V-8 carrying Michigan State license X17-174. These license plates were received by Mr. Tejerina here by and after sending his ownership papers of this truck to Michigan. Mr. Tejerina also owns a 1939 Ford V-8 with Texas license 217-275.

It has been definitely ascertained that Cris Trevino, 1812 Magnolia, Dallas, Tex., owner of two trucks, last year worked for the same sugar-beet company in Michigan that Mr. Tejerina worked and hauled for. At that time Trevino's workers were taken to Crosswell, while Tejerina hauled to Alma, Mich. * * * This morning I was informed—however, not authentically—that a truck of beet-field workers from south Texas coming through Dallas was apprehended by the State highway patrol. This I have not been able to verify as yet. * * * A letter [has been] addressed to all captains of State highway patrols calling attention to violations of Texas license-plate laws and other laws.

BEET GROWERS' EMPLOYMENT COMMITTEE, INC.

507 SECOND NATIONAL BANK BUILDING

SAGINAW, MICH.

[Here followed a list of names and addresses of officials of the committee.]

R. S. Wait, Assistant Secretary,
Crosswell, Mich.

DEAR SIR: This year, the same as last, all those desiring to apply for sugar-beet work in Michigan will be required to register with the Cortez Employment Agency before leaving Texas. Because of our wish to see that our old workers have the first chance for work it will be our strict rule that no one who fails to register will be given employment when they reach Michigan.

The Cortez Employment Agency will have two offices—one at 515 El Paso Street, San Antonio, which will be open April 15; and one at 2110 Munger Avenue, Dallas, which will be open during the week of May 6 to 10 only.

Enclosed is a card which will identify you to the Cortez Employment Agency as one of our old workers. If the number in your group will be different from that shown, please write and let us know.

Yours truly,

BEET GROWERS' EMPLOYMENT COMMITTEE, INC.,
Per R. S. WAIT, Assistant Secretary.

Copy of card addressed to former employee:

MARCH 26, 1940.

DEAR SIR: Our records show that last year your group consisted of 6 adult workers. Please present this card when you make application for employment at Cortez Employment Agency, 515 El Paso Street, San Antonio, Tex.; 2110 Munger Avenue, Dallas, Tex.

April 19, 1940.—Jose Ortega, 2606 Alamo Street; Joaquin Sanchez, 2500 Block, Caroline Street; and Pantaleon Sanchez, 2400 Block, Alamo Street; are now making preparations to leave, presumably for the State of Minnesota.

I understand that the practice of truck drivers now is to leave at night, anywhere from 11 p. m. on to early morning. During the day, before leaving, the household goods to be taken by the families are gathered, and the workers are told to report to a given address at a given time at night to leave. Each truck will average about 35 workers.

The desire to be transported by rail is very noticeable at this time and many former workers who have in the past been transported by truck are holding out for rail transportation. Railroad representatives are very active, and it is believed this action on their part is partly responsible for the increased demand for rail transportation.

April 24, 1940.—Following are items of information with regard to beet-field workers which I obtained today:

Pantaleon Sanchez, Joaquin Sanchez, and Jose Ortega left over the week-end with full loads.

Tejerina, Chris, and Rudie Trevion are now in San Antonio loading; Jimmie Mendoza, who previously took a load, has returned and moved into San Antonio to lead again.

Many families have contacted railroad officials, and transactions are now pending for railroad transportation.

It is estimated that more than 300 workers have already left the Dallas area for the beet fields, and the movement will increase considerably from now on.

April 26, 1940.—This morning I contacted Mr. Harry A. Maddox, of the Central Sugar Beet Co. of Decatur, Ind. Mr. Maddox has an office at 2017 Cedar Springs Road, at which place he is interviewing applicants for his company.

Mr. Maddox states that his company frowns upon the idea of trucking workers to the beet fields. He is only employing those families who have transportation of their own, and is limiting the families to their immediate members, thereby eliminating carrying extra workers.

In hiring workers here, Mr. Maddox advances expense money to the head of the family for car repairs, if necessary, and transportation expenses to be deducted from the worker's earnings at the end of the season.

The bulk of workers will be shipped from the Dallas and Fort Worth areas. The majority of these workers will be sent from Dallas. Mr. Maddox stated that he thought approximately 400 would be shipped from the Dallas and Fort Worth area and approximately 250 from Dallas. All of these workers must be 14 years of age or over. He also stated that his company has 14,000 acres of beets this year.

I am attaching herewith a copy of the grower's contract with the field worker, which gives the price per acre for this year.

The Central Sugar Beet Co. will send a physician to Dallas about the first of next week to give physical examinations to all workers.

[The contract referred to above is as follows:]

[Triplicate—to be retained by the field worker]

GROWER'S CONTRACT WITH FIELD WORKER

Undersigned Grower and Field Worker agree:

The Field Worker agrees:

To do all field work and properly care for the Grower's field of beets according to instructions given from time to time by the Grower.

To block and thin beets so as to leave the beets, when hoeing is completed, not more than 10 to 12 inches apart on the average, and not more than one beet in a place.

To hoe the beets whenever required during the growing season, so as to remove all weeds, keep the beets clean in the rows and for 4 inches on each side of each row.

To pull and top beets when ready for harvest, removing all the dirt possible by striking beets together before removing tops.

To top beets at the lowest leaf line at a right angle to vertical axis.

To pile topped beets in piles consisting of the beets from 12 rows, the piles to be at least 2 rods apart. To cover piles every night with all the leaves.

To level and prepare the surface of the ground where beets are to be piled.

To accept as full payment for said work the amounts shown on the schedule printed on the back of this contract, payable as stated in said schedule.

To pay the cost and expense of doing any work which he fails or refuses to do at the time or in the manner in which it should be done, and he authorizes the

deduction of any such cost or expense from the amount herein agreed to be paid to him.

To pay any cost or expense, including attorney fees, imposed on the Grower or Central Sugar Company, Inc., by reason of any attachment or garnishment of the amount payable to him hereunder, or by any litigation of any nature, or by any damage done by him to property of the Grower or said Company, and he authorizes the deduction and withholding of the amount of any such cost or expense from the amount payable to him.

The Grower agrees:

To keep beets cultivated clean between the rows in a proper manner and give them at least one cultivation before they are blocked and thinned.

To lift the beets when ready for harvest.

To pay the Field Worker for said work according to the schedule printed on the back of this contract.

To make all settlements with the field workers through the company's field men.

That, to secure payment to the field worker, any and all proceeds to which the Grower may in any way become entitled to receive under his contract with the Central Sugar Co., Inc., shall be charged with the payments and be paid out by said company as provided in said contract, and this contract when filed with said company shall be an order for such payment.

To haul or deliver the beets to the Central Sugar Co.'s plant at Decatur, Ind.

General agreements:

In case the Grower fails to obtain a satisfactory stand of beets, or if at any time during the growth of the crop its condition shall be such that in the judgment of the Grower further work on the crop would not be justified, the Grower may terminate this contract by giving notice to the Central Sugar Co., Inc., the Field Worker and the holders of any orders given by the Grower and paying the Field Worker the fair value of what he has done to such date as nearly as may be according to the schedule on the back hereof.

The Grower and Field Worker shall be bound by the acreage as measured and the tonnage per acre as determined by a representative of the Central Sugar Co., Inc.

The field men of the Central Sugar Co., Inc., shall have full authority to place field workers in whatever field or fields deemed most necessary by them.

In the event the Grower and Field Worker disagree as to any matter pertaining to this contract or the performance thereof in any respect, or as to the amount payable hereunder, either party may notify the Central Sugar Co., Inc., or upon said company hearing of any such disagreement, it may appoint a representative to look into such matter and his decision shall be final and binding upon the parties, but said Central Sugar Co., Inc., shall not come under any liability to the parties or either of them if it fails or refuses to decide such matter or because of any decision.

All debts incurred by the Field Worker as a result of credit extended or guaranteed by the Grower or Central Sugar Co., Inc., shall be paid out of proceeds due the Field Worker hereunder from whatever source.

Central Sugar Co., Inc., by accepting this order or otherwise shall not come under any obligation or liability to pay the Field Worker except out of money that may become payable to the Grower and then only after deducting therefrom any amount owing by the Grower to said company and any other items provided to be first paid by the terms of its contract with the Grower.

[Reverse side]

SCHEDULE OF PAYMENTS PER MEASURED ACRE FOR BLOCKING, THINNING, AND HOEING

\$11.00 for blocking, thinning, hoeing, and keeping beets free from weeds, payable \$9.00 when work is completed and \$2.00 when beets have been harvested.

For harvesting

Net tons per acre:	Rate per ton	Net tons per acre—Con.	Rate per ton
Below 4	\$1.50	10	\$.91
4	1.30	11	.89
5	1.15	12	.87
6	1.06	13	.85
7	1.00	14	.83
8	.96	15	.81
9	.93	16 or above	.80

(The rate for all fractional tonnages between 4 and 16 tons rounded to the nearest tenth of a ton shall be in proportion within each interval.)

(Provision has been made in the determination that if, because of unusual circumstances, it is essential to employ labor on other than a piece-rate basis, and or in those circumstances in which the use of special machine methods are used, rates other than the above may be applicable provided such rates are approved by the State committee as equivalent to the piece rate for such work specified herein. See your field man.)

Final settlement, according to terms of contract, to be made as soon as practicable after all beets have been delivered and net weight per measured acre determined.

Executed in triplicate this _____ day of _____, 1939.

Greiner.

Field Worker.

Central Sugar Co., Inc., acknowledges receipt of an executed original of above contract and above order accepted on above conditions.

1939.

CENTRAL SUGAR CO., INC.,
By _____.

CONTRACT NO. ———, FIELD WORKER'S CONTRACT

Grower.

Field Worker.

Number of contract acres -----

Number of measured acres -----

April 30, 1940.—The following items of information concerning migrant beetle field workers were obtained today:

Three hundred and thirty adult beet-field workers came through Dallas Sunday via Missouri, Kansas & Texas Railroad. They were shipped from San Antonio, Tex., and were destined for Michigan. Mr. Henderson, who is working through the Cortez Labor Agency for the Michigan Sugar Beet Co., made all arrangements for railroad transportation. From information at hand he is contemplating sending more from San Antonio and expects to move into Dallas for shipments from this point.

Several truck drivers have returned from beet fields and are planning to leave again. Some of them are now making the third trip north.

Mr. Maddox of Central Sugar Co., Decatur, Ind., has furnished physical examinations for all workers for his company from the Dallas area. He is now in Fort Worth, Tex., recruiting more workers.

May 1, 1940.—Supplementing previous information furnished you relative to the migration of laborers to the beet fields, I wish to advise that:

Ben Vargas and family of six will leave Corpus Christi between the 5th and 10th of May in their own conveyance with expense money sent them by the Great Lakes Growers Employment Service, Inc. This money was sent through Julio de la Pena, Employment Agency of Realitos, Tex.

Julio de la Pena or his truck drivers will be through Corpus Christi between the 5th and 10th of May to pick up from 15 to 20 Corpus Christi people, to go to the beet fields of Findlay, Ohio. It is understood that some of these people, whose names have not been obtained, have gone to Realitos to register with de la Pena for this trip. I understand that they are charged \$17 for the trip—\$6 of this amount is paid by the Great Lakes Growers Employment Service, Inc., and the balance is paid by the laborer.

May 8, 1940.—Mr. M. C. Henderson, of Michigan Sugar Co., 507 Second National Bank Building, Saginaw, Mich., with a Michigan physician, has been examining and recruiting workers for his company at the corner of Cedar Springs Road and Caroline Street. * * * On May 7, 1940, he stated that only a small number of workers would be taken from this area—possibly about 175 or 200. The bulk of workers for his company always are shipped from the San Antonio area through the Cortez Employment Agency. Mr. Cortez, of the employment agency, was also with Mr. Henderson.

In the discussion with Henderson I learned that the company advanced money to the worker for transportation if he had his own car. If the worker was sent in a truck, the trucker received \$8 and the employment agency \$1 for fee, which amount is charged against the account of the worker. This amount of \$9 for transportation and employment-agency fee applies to the Dallas area.

Mr. Henderson made the statement that he wished some way could be found to transport by rail only. His sincerity in this belief can best be judged by the fact that recently he sent some 300 workers by rail from San Antonio over the Missouri, Kansas & Texas. * * *

Many trucks have gone and returned and are still moving people. Private cars by the dozens have left and are leaving daily for all points—some to North Dakota, Minnesota, and Ohio—some to Wisconsin and Michigan—others to Indiana. Migration will continue till about the 20th of this month.

May 11, 1940.—Supplementing my letter of May 1, relative to migration of laborers from the Corpus Christi area to the beet fields, I wish to advise that—

Julio De La Pena's Labor Agency at Realitos, Tex., is sending two or three truckloads of workers to the Great Lakes Growers Employment Service, Inc., of Findlay, Ohio. About 15 or 20 local people will leave Corpus the morning of May 10 for Realitos, Tex., where they will be examined by a doctor.

Rawlins was unable to obtain the name of the doctor. After examination by the doctor the workers will sign waivers at Pena's Labor Agency and then be taken to Ohio.

EXHIBIT D. PHOTOSTATS OF FORMS USED BY LABOR AGENTS AND SUGAR COMPANIES

(Every Worker in Family Signs One of These)

M70-1M-2-40-G.

Dated at _____, _____, 194____.

For Value Received, I hereby assign, transfer, and order payment to Trucker, or order, address _____ the sum of Nine and 00/100 Dollars (\$_____) from any sums of money due or to become due to me from beet growers affiliated with the Northern Sugar Beet Growers, Incorporated, Bay City, Michigan, which may be payable to me through the Monitor Sugar, Division of Robert Gage Coal Company, or otherwise.

Field Worker's Signature

Witness: -----

(Every Worker in Family Signs One of These)

ORDER FOR PAYMENT OF MONEY

Date _____ 194____.

For Value Received, I hereby assign, transfer, and order payment to Northern Sugar Beet Growers, Inc., of Bay City, Mich., the sum of One Dollar and Twenty-five cents (\$1.25) payable from any money due me from any source.

Signed _____
(Worker signs here)

Witness: -----

SAN ANTONIO, TEX., March 29, 1940.

Mr. T. Y. COLLINS,
Chief Deputy, Bureau of Labor Statistics,
Austin, Tex.

DEAR SIR: Enclosed you will find the two blank forms that are to be filled out by the workers in every family. I received them today and sent them to you as per your request.

Thank you again for your cooperation.

Yours very truly,

MRS. HORTENSIA DE LA GARZA.

TEXAS STATE EMPLOYMENT SERVICE

MEMORANDUM

From: Fred O. Dominguez.

Date: April 26, 1940.

To: R. L. Coffman.

Subject: Transportation of beet-field worker.

I am attaching hereto an original statement of *Marcus Hernandez' indebtedness to the Great Lakes Sugar Company, Findlay, Ohio*, dated August 17, 1938.

Please note the item of *transportation in the sum of \$72.00*, which is for six adult passengers at \$12.00 each, paid to *Alberto Carranza by the sugar-beet company and charged to the account of Marcus Hernandez*.

Upon arriving at Findlay, Ohio, Alberto Carranza, of Dallas, Texas, the truck-driver, collected approximately one-third of the transportation fee and the balance was collected when Marcus Hernandez terminated his contract with the Great Lakes Sugar Company.

In view of the above statement of facts as given to me by Marcus Hernandez, it appears that *Alberto Carranza* was definitely operating in violation of the motor carrier law, inasmuch as he was charging a fee for transporting these workers.

Mr. Hernandez intends to leave Dallas with his family about May 20, and stated that he would be willing to make a statement and have same notarized with regard to the above facts.

This is for your information.

Attachment.

GROWER'S FIELD WORKERS SETTLEMENT

On field of W. S. Richard. Contract No. _____

Total beets harvested _____ tons.

Total acres harvested _____ acres.

Average tons per acre harvested, 3.180 tons per acre.

Nearest one-tenth of ton—basis of settlement, 3.2 tons per acre.

Rate of settlement per acre, \$4.67, amount per acre.

Harvest labor _____ acres @ _____ \$_____

Less advanced _____ acres @ _____ \$_____

Balance due _____ \$_____

Pay to Marcus Hernandez, 2.15 a _____ \$ 10.04

To the GREAT LAKES SUGAR CO.:

Please pay the above and charge to my account.

Witness:

H. H. HEILMAN.

Grower:

Date:

LOCAL SUGAR AND DRIED PULP ORDER

FINDLAY FACTORY

Group No. 100

Date: Aug. 17, 1938

Deliver to account of Marcus Hernandez: Hoes, F. L. Equipment, Ck. 3926, \$1.00; transportation \$72, rent \$36, equipment \$13.16, groceries, \$1.10, value \$122.26, total \$123.26.

Order issued by R. D. W.

(Pencil notation on face: Paid.)

[Endorsement]

Alberto Carranza, Great Lakes Sugar Co., Findlay, Ohio.

GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC.

BOX 89, FINDLAY, OHIO

MARCH 19, 1940.

MARCUS HERNANDEZ,

Box 80, R. F. D. #3, Dallas, Tex.

DEAR MARCUS: We have received your correspondence and are glad to know that you are planning on returning to work for the growers in the Findlay district area.

We are making arrangements for all folks coming from Texas to take an examination before leaving.

We will write you sometime during the middle of next month and let you know where you are to take the examination before coming.

Also it will be necessary that you have a birth certificate for each of your children so in the meantime while waiting for further instructions you can be getting this certificate for each child.

We are securing a nice acreage of beets and will have plenty of work for you and your family, but do not make arrangements to bring anyone else, unless we have a place for them, as there will not be work for too many.

We are anxious that you have a good acreage for yourself so that you can make some money this year.

We do not want you to plan on leaving until the latter part of April or the first two weeks of May and better still not until the middle of May.

Whatever your plans are do not leave until you hear from us again because you must have a physical examination before leaving, and then, too, there won't be any work here until sometime in May.

Very truly yours,

(Signed) L. W. E.
L. W. ESKILEEN,
Assistant Secretary.

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

238 FEDERAL BUILDING

DETROIT, MICH.

OCTOBER 21, 1940

Refer: L&E 19311-12

Memorandum to Section Chief Scott:

Subject: Evidence Concerning Unlawful Interstate Transportation of Mexican Laborers

Transmitted herewith is statement of Angel M. Garcia, requested in your memorandum of September 26, 1940, addressed to District Director Purse.

Attached also are photostats of certain papers which Mr. Garcia lent to me.

The statement brings out what facts I could obtain from Mr. Garcia. He speaks very poor English; and I reduced the statements to writing as I understood them.

For further aid in the subject, see my reports of June 27, 1938 and August 19, 1938, Francis Dillon vs. Joe Rodriguez, under Docket L&E 8953-8, copy of one of which is attached. In that investigation I found that the Michigan Sugar Co., Saginaw, Michigan, working through the Beet Growers Employment Committee, Inc., advanced funds to laborers; took their notes and assignments; and also advanced funds to truckmen for transporting laborers, as per the laborers' assignments. The papers herewith further support this, and also show that M. C. Henderson, of the Employment Committee, is known to Garcia.

In 1938 I found that some of the Mexicans operating the trucks often stayed in the north and worked in the fields during the summer, making a round trip for hire each year. They hauled their families and other laborers working with them. Others, however, only made trips in the migrating season and did no farm work.

If these leads are not sufficient, a person could go from farm to farm, quizzing any laborers who would cooperate and they might identify other truckmen. In addition, the files of the Michigan State Department of Labor and Industry at Lansing, Michigan, may reveal the names of other truckmen who have been questioned by State police.

The northward migration is in April and May, the south-bound travel in November. If the state police of Texas and Michigan would list the names of

migrant truck owners found on the roads, in these seasons, for several successive years, we should be able to identify those outside Section 203 (b) (9).

The purpose of this investigation is very laudable, and the above ideas are suggested as additional approaches.

E. M. HYMANS, *District Supervisor.*

STATEMENT OF ANGEL M. GARCIA

This statement is made by Angel M. Garcia, presently working on the farms of Arthur Murray and Roland Tobin, near Valley Center, Michigan.

In the winter I reside at 2513 North Harwood St., Dallas, Texas.

In the early spring of 1940, I received an invitation from R. S. Wait, assistant secretary of the Beet Growers' Employment Committee, Inc., of Crosswell, Michigan, to work in the Michigan sugar beet fields.

As there directed, I reported to the employment agency of Frank Cortez, 2110 Munger Avenue, Dallas, Texas.

In my party were six persons: Jesus Martinez, Anacleto Alanez, Anastacio Mendoza, Eutimio Gebara and his wife, and myself.

I was informed that transportation north by truck would cost \$9 per person, plus \$1 for office fee. This totalled \$60 for my party, and is shown as an "Assignment—Transportation B. G. E. C.", on my statement from the Michigan Sugar Company dated August 5, 1940.

Our party of six were carried from Dallas, Texas, to Crosswell, Michigan, in a truck owned or operated by Cristobal Trebino and B. Roberto Trebino, of Magnolia Street, Dallas, Texas. I understand that the Trebinos received \$9 per person for furnishing this transportation. There were about 20 persons riding in the truck, which left Texas about May 15, 1940.

Trebino did not stay in Michigan, but returned to Texas.

In the year 1939, I was carried north in the spring, and south in the fall, in the truck of the Trebinos, with one of them driving.

Likewise, in the year 1938, I was carried north in the spring, and south in the fall, in the truck of the Trebinos. The trips cost me \$9 each way, in 1938 and 1939.

Cristobal and Roberto Trebino remained in Michigan in the summer of 1938, and in the summer of 1939, and worked in the sugar beet fields near Brown City, Michigan.

In the winter, I believe the Trebinos use their truck about Dallas, Texas, for transportation of wood, gravel, and onions.

It is my understanding that Trebinos' arrangements for transportation, and for bringing our party north, were made with M. C. Henderson, Treasurer-Assistant Secretary, Beet Growers' Employment Committee, Inc., Saginaw, Mich.

Above statement read to me, and believed by me to be true and correct.

ANGEL M. GARCIA.

STATE OF MICHIGAN,

County of Sanilac, ss:

On this 18th day of October A. D. 1940, Personally appeared Angel M. Garcia, who deposes and says he understands the within document and subscribed his name to the same.

[SEAL]

W. R. ELLIOTT,
Notary Public, Sanilac Co.

My commission expires January 6, 1943.

NATIONAL DEFENSE MIGRATION

MICHIGAN SUGAR COMPANY—CROSWELL PLANT

Name: Angel Garcia. Deal No. 505. Sub. No. 45.

Address:

Note No.	Date	Cont. No.	Grower's name	Typ. wk.	Acres or tons	Rate	Amount	Amount	Interest
211.....	7/24	1235	Ardrey Murray.....	1	18.6	\$9.00	\$167.40	-----	-----
212.....	7/22	1270	Ronald Tobin.....	1	9.7	9.00	87.30	-----	-----
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
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-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total credits.....							254.70	-----	-----
Debit or deductions				Check No.	Amount				
Blankets at.....									
Assignments—Transp. SGEC.....					\$60.00				
Assignments—Misc.....									

Total deductions.....							60.00		
Check to bal.....							194.70		

Types-payment: 1. Thinning. 2. Hoeing. 3. Harvesting. 4. Final payment. 5. Hauling.

Check No.

BEET GROWERS' EMPLOYMENT COMMITTEE, INC.,
Saginaw, Mich.

DEAR SIR: This year, the same as last, all those desiring to apply for sugar beet work in Michigan will be required to register with the Cortez Employment Agency before leaving Texas. Because of our wish to see that our old workers have the first chance for work it will be our strict rule that **NO ONE WHO FAILS TO REGISTER WILL BE GIVEN EMPLOYMENT WHEN THEY REACH MICHIGAN.**

The Cortez Employment Agency will have two offices: One at 515 El Paso Street, San Antonio, which will be open April 15th; and one at 2110 Munger Avenue, Dallas which will be open during the week of May 6th to 10th only.

Enclosed is a card which will identify you to the Cortez Employment Agency as one of our old workers. If the number in your group will be different from that shown, please write and let us know.

Yours truly,

BEET GROWERS' EMPLOYMENT COMMITTEE, INC.

Per: R. S. WAIT, *Assistant Secretary.*

[Signature on back of letter:] Frederico Domingez.

**EXHIBIT E. LIST OF TRUCKERS ALLEGED TO BE ENGAGED IN THE TRANSPORTATION OF
LABORERS**

SUMMARIZED LIST OF TRUCKERS ALLEGED TO BE ENGAGED IN THE INTERSTATE TRANSPORTATION OF MEXICAN LABORERS TO THE NORTHERN BEET FIELDS

L&E 19311-12

In connection with various contacts in an investigation of the above matter, the following names of truckers were secured. As shown below the exact addresses of many of these truckers were not known and could not be secured:

Enrique Tomas, Crystal City (4 trucks; 2 cars).

Pete Hernandez, Carrizo Springs, Texas.

Jose Luna, Crystal City, Texas.

Enrique Davilla, Crystal City, Texas.

Mike Saucedo, Crystal City, Texas.
 Ramon Torres, Crystal City, Tex.
 Joe Guerrero, Crystal City, Texas.
 James Mendoza, Crystal City, Texas.
 Jose Ortega, 2606 Alamo St., Dallas, Texas.
 Luiz Martinez, Robstown, Texas.
 Jose Franco, Crystal City, Texas (2 trucks).
 Guillermo Guerra, Realitos, Texas (1 truck).
 Hipolito Flores, 1610 Tampico St., San Antonio (1 truck).
 Jose Rodriguez, Zazamora St., San Antonio (2 trucks).
 Pedro Villarreal, Spring Branch, Texas, or Blanco City, Texas (1 truck).
 Eleodoro Estrada, 1506 Fernando St., San Antonio (1 truck).
 Roy Blanca, Crystal City, Texas.
 Louis Blanca, Crystal City, Texas.
 Albert Montemozor, Crystal City.
 Joe Mata, Kennedy, Texas.
 Juan Rodriguez, Poteet, Tex.
 Simon Rodriguez, Edinburg, Texas.
 Manuel Solis, Crystal City, Texas.
 C. H. Rivera, Mercedes, Texas.
 Joaquin Sanchez, 2500 Block, Caroline Street, Dallas.
 Pantaleon Sanchez, 2400 Block, Alamo Street, Dallas.
 Jimmie Mendoza (address unknown).
 Alberto Carranza (address unknown), Dallas, Texas.
 Roberto Trevino, 1812 Magnolia.
 Cristobal Trevino, 1812 Magnolia.
 Antonio Escovel, San Antonio (St. address unknown).
 Valentine Rivera, San Antonio (St. address unknown).
 Jose Ramon, San Antonio (St. address unknown).
 Clayton Alguesaba, San Antonio (St. address unknown).
 Rafael Tejerina, 2110 Munger St., Dallas.
 Miguel Hernandez, North Akard near Wichita, Dallas.
 Dolores Robles, Ashland and North Akard, Dallas.
 Chris Trevino, 1812 Magnolia, Dallas.
 J. de la Pena, Realitos, Texas.
 Alfonso Sifuentes, Crystal City, Texas.
 Lorenzo Vasquez, Crystal City, Texas.
 Frank Lozano, Fowlertown, Texas.
 Carlos Segovia, 1919 W. Travis St., San Antonio.
 Aguinaga Mike, 616 Navidad, San Antonio.
 Chairez Demetrio, Crystal City.
 Guerrero Tiodoso, R. F. D. #3, San Antonio.
 Salasar Martin, Crystal City, Texas.
 Gonzalez Martin, Del Rio, Texas.
 Pedro Teran, Crystal City.
 Manuel Garres, Crystal City.
 Jose Rodriguez, Crystal City.
 Pedro Floras, Crystal City.
 Amador Cardenas, Crystal City.
 Silvestre Guzman, Crystal City.
 Victor Flores, Crystal City.
 Anastacio Rivera, Crystal City.

EXHIBIT F. LIST OF REPRESENTATIVES OF VARIOUS GROWERS' ASSOCIATIONS

NAMES OF REPRESENTATIVES OF VARIOUS GROWERS' ASSOCIATIONS AND NAMES OF LABOR AGENTS LOCATED IN TEXAS

J. D. Kelly, assistant secretary, Great Lakes Growers' Employment Committee, Inc., Detroit, Mich. Simon Vasquez, labor agent, 1508 Oelkers Street, San Antonio.
 Arthur Grandy, Mt. Pleasant Beet Growers' Association, Mt. Pleasant, Mich.
 S. P. Acosta, labor agent, 2610 San Luis Street, San Antonio.
 J. B. Bingham, district manager, American Crystal Sugar Co., East Grand Forks, Minn. W. A. Butler, labor agent, Crystal City, Tex.

Carl Glave, Northern Sugar Beet Growers, Inc., Bay City, Mich. F. de la Garza, labor agent, 1217 Buena Vista Street, San Antonio.

L. W. Eschelsen, assistant secretary, Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio. Julio de la Pena, labor agent, Realitos, Tex.

M. C. Henderson, executive secretary, Beet Growers' Employment Committee, Inc., Saginaw, Mich. Frank Cortez, labor agent, 508 El Paso St., San Antonio.

EXHIBIT G. PHOTOSTATIC COPIES OF CONTRACTS BETWEEN LABOR AGENTS AND GROWERS' ASSOCIATIONS

ACOSTA LABOR AGENCY, S. P. ACOSTA, MANAGER, EMPLOYMENT AGENCY LICENSE NO. 176, BUREAU OF LABOR STATISTICS, EMIGRANT AGENT LICENSE NO. 12, STATE OF TEXAS

SAN ANTONIO, TEX., *April 17, 1940.*

MR. T. Y. COLLINS,

Chief Deputy, Bureau of Labor Statistics,

Austin, Tex.

DEAR MR. COLLINS: Enclosed herewith please find original contract with Mount Pleasant Beet Growers' Association for the year 1940.

Thanks for the information contained in your letter of April 11. I suppose Mr. Butler, of Crystal City, has already purchased a license, as I understand many laborers are leaving that district for the beet fields.

Yours very truly,

ACOSTA LABOR AGENCY,
By S. P. ACOSTA,
Station "A," Box 184.

MEMORANDUM OF AGREEMENT

THIS MEMORANDUM OF AGREEMENT, made this 4th day of April, 1940, by and between MT. PLEASANT BEET GROWERS' ASSOCIATION, a Michigan nonprofit corporation of Mt. Pleasant, Michigan (hereinafter referred to as the Association), party of the first part, and S. P. Acosta, doing business as the ----- EMPLOYMENT AGENCY of San Antonio, Texas (hereinafter referred to as the Agency), party of the second part:

WITNESSETH:

In consideration of the mutual covenants and agreements herein contained, the parties hereto agree as follows:

1. The agency agrees to assemble farm laborers (the number of whom is to be designated by the Association) who want to come to Michigan to care for and work in the beet fields of the various grower members of the Association, and further agrees to assemble and select for such purpose experienced, efficient workers, and to see that each laborer is provided with a health certificate that will satisfactorily meet the requirements of the Health Department of the State of Michigan.

2. The Agency further agrees to see that all laborers so solicited and assembled are 14 years of age or over and are properly registered to meet the regulations of the State of Texas governing the solicitation of emigrant labor, and that said laborers will also comply with any and all other regulations pertinent thereto.

3. The Agency agrees to assemble said laborers for the Association exclusively, engaging in this work for no other party or parties during the duration of this contract, and agrees to faithfully perform said work.

4. The Agency, in engaging in the work described above, shall have no claim upon the Association or the employers of such laborers for any fees or remuneration for engaging in such work.

5. The Agency shall forthwith at its own cost and expense secure through the proper government channels all the necessary licenses and permits necessary to do business under Article 7047, Title 122 of the revised Civil Statutes of Texas, 1924, as amended, and under any other federal or state statutes or regulations governing the solicitation of Sugar Beet Field Workers in Texas for work in Michigan.

6. (a) The Agency shall make no charge for its services to such field workers. The Association, however, shall accept and present for collection to the employers of such workers, or to the sugar company, whichever may be concerned, wage deduction orders signed by the applicants for employment, to cover any sums advanced for transportation or other expenses incidental to the assembling and transfer of such workers from Texas to Michigan, in which sums the Agency may participate by agreement with transporter should it be deemed desirable.

(b) The Association may maintain at the office of the Agency a representative who may interview and inspect applicants for employment, and the Association, through this representative or otherwise, shall have the right to reject or deny applications for any reason which in its sole discretion may be deemed justifiable, and that in cases of such rejection and denial no deduction order for costs of transportation, or otherwise, signed by such rejected applicant shall be valid or recognized.

(c) No applicant who shall fail to pass a health examination which shall be satisfactory to the Michigan State Department of Health shall be accepted for employment by the Agency, and no deduction orders for costs of transportation or otherwise signed by such applicant shall be valid or be recognized.

(d) Such deduction orders signed by applicants who fail to arrive at the destination in Michigan designated by the Association shall not be valid or be recognized.

(e) The Association assumes no responsibility in the matter of collecting such deduction orders signed by applicants for employment beyond the placing of said orders in the hands of employers of such applicants, or the sugar processors, for collection, and in no case shall the Agency have any claim upon the Association for payment of such orders.

7. This contract under no circumstances shall be construed as an agreement relative to the transportation of field workers by the Association or the Agency from Texas to Michigan. The Association will not furnish or pay for the transportation of such workers from Texas to Michigan; and the transportation of such workers being without the scope of this Agreement, it being understood that the laborers will make their own arrangements for transportation, using their own discretion thereto, and that the Association shall not be considered in any respect whatever a party to such arrangements; and that the Association shall have no rights or obligations therewith in connection with the terms of arrangements, the kind of equipment, the transportation facilities, or any matter pertaining to the transfer of the laborers to Michigan.

8. The Agency is not authorized to, and shall not, make any representations or statements whatsoever to prospective workers except such as may be contained in the proposed 1940 contract between Michigan Beet Field Worker and Grower, copies of which will be furnished the Agency by the Association, and the terms of which will be printed both in English and in Spanish. The Agency is not authorized to and shall not obtain the signatures of prospective field workers to any applications, deduction orders, or contracts except on forms of application, deduction orders, and contracts furnished by the Association.

9. This agreement shall remain in effect for one year from date hereof.

IN WITNESS HEREOF the Association has caused this Agreement to be executed by its duly authorized representatives, and the Agency has affixed its hand and seal all on the day and year first above written at San Antonio, Texas.

MT. PLEASANT BEET GROWERS' ASSOCIATION,
By JOSEPH SCHINDLER, *Its Representative*.

Witnesses:

ETHEL FITZPATRICK.
ARTHUR GRUNDY.

EMPLOYMENT AGENCY,
By S. P. ACOSTA.

MEMORANDUM OF AGREEMENT BETWEEN NORTHERN SUGAR BEET GROWERS, INCORPORATED, AND DELA GARZA BROTHERS

THIS MEMORANDUM OF AGREEMENT, Made this 26th day of February 1940, by and between NORTHERN SUGAR BEET GROWERS, INC., a Michigan nonprofit corporation, of Bay City, Michigan (hereinafter referred to as the Company),

party of the first part, and DELA GARZA BROS., doing business as the DELA GARZA BROS., of San Antonio, Texas (hereinafter referred to as the Agent), party of the second part:

WITNESSETH: In consideration of the sum of Three hundred and Ten Dollars (\$310.00) in hand paid by the Company to the Agent and other goods and valuable considerations, receipt whereof is hereby acknowledged, it is hereby mutually agreed as follows:

1. The Company hereby authorizes the Agent, when and as directed by the Company, to solicit Sugar Beet Field Workers in Texas for work in the sugar-beet fields of Michigan, owned by grower members of the Company.

2. The Agent shall engage in the work described in paragraph 1 and shall represent the Company exclusively, engaging in this work for no other party or parties during the duration of this contract, and agrees to faithfully perform said work.

3. The Agent shall engage in the work described in paragraph 1 of this contract only when and as directed by the Company, and in no case shall he have claim upon the Company, or the employers of such field workers, for any fees or remuneration for engaging in such work other than the aforesaid \$310.00.

4. The Agent shall forthwith at his own cost and expense, secure through the proper government channels all the necessary licenses and permits necessary to do business under Article 7047, Title 122, of the revised Civil Statutes of Texas, 1925, as amended, and under any other federal or state statutes or regulations governing the solicitation of Sugar Beet Field Workers in Texas for work in Michigan.

5. (a) The Agent shall make no charge for registering such field workers. For each field worker obtained by the Agent, accepted by the Company, and reporting for work in Michigan, the Agent may make a charge for his services in obtaining placement of not in excess of One Dollar (\$1.00) for each such worker, payable out of the first wages earned by such workers in Michigan. The Company shall accept and present for collection to the employers of such workers, or the sugar processors, wage deduction orders signed by the applicants for employment to cover the agent's charges for services, as aforesaid.

(b) The Company may maintain at the offices of the Agent a representative who may interview and inspect applicants for employment, and the Company through this representative or otherwise shall have the right to reject or deny applications for any reason which in its sole discretion may be deemed justifiable, and that in cases of such rejection or denial no deduction orders, signed by such rejected applicant, for Agent's charges for services as aforesaid, or otherwise, shall be valid or recognized.

(c) No applicant who shall fail to pass a health examination which shall be satisfactory to the Michigan State Department of Health shall be accepted for employment by the Agent, and no deduction orders, signed by such applicant, for Agent's charges for services as aforesaid, or otherwise, shall be valid or recognized.

(d) Such deduction orders signed by applicants who fail to arrive at the destination in Michigan designated by the Company shall not be valid or be recognized.

(e) The Company assumes no responsibility or liability in the matter of collection of such deduction orders signed by applicants for employment beyond the placing of said orders in the hands of the employers of such applicants, or the sugar processors, for collection, and in no case shall the Agent have any claim upon the Company for payment of such orders.

6. Agent shall furnish without charge temporary lodging for all applicants for employment and their immediate families should they require same, between the time of their registration with Agent and the commencement of the journey to Michigan, or the rejection of their applications, as the case may be.

7. This contract under no circumstances shall be construed as an agreement relative to the transportation of field workers by the Company or the Agent from Texas to Michigan. The Company will not furnish or pay for the transportation of such workers from Texas to Michigan; and the transportation of such workers being without the scope of this Agreement, the Company shall have no right or obligation in the matter of direction as to what transportation facilities are used by such workers solicited by the Agent for work in Michigan.

8. The Agent is not authorized to and shall not make any representations or statements whatsoever to prospective workers except such as may be contained

in the proposed 1940 contract between Michigan Beet Field Worker and Grower, copies of which will be furnished the Agent by the Company, and the terms of which will be printed both in English and Spanish. The Agent is not authorized to and shall not obtain the signatures of prospective field workers to any applications, deduction orders, or contracts except on forms of application, deduction orders, and contracts furnished by the Company.

9. This contract shall remain in effect for one year from date hereof.

IN WITNESS WHEREOF the Company has caused this Agreement to be executed by its duly authorized Special Agent, and its corporate seal to be hereunto affixed, and the Agent has fixed his hand and seal all on the day and year first above written at San Antonio, Texas.

NORTHERN SUGAR BEET GROWERS, INC.,
By L. L. TOMPKINS, *Its Special Agent.*
DELA GARZA BROTHERS,
By MRS. HUTERIA DE LA GARZA,
"De La Garza Employment Agency."

MEMORANDUM OF AGREEMENT BETWEEN BEET GROWERS' EMPLOYMENT COMMITTEE, INC., AND CORTEZ EMPLOYMENT AGENCY, FEBRUARY 1940

THIS MEMORANDUM OF AGREEMENT, made this 6th day of February 1940, by and between BEET GROWERS' EMPLOYMENT COMMITTEE, INC., a Michigan non-profit corporation of Saginaw, Michigan (hereinafter referred to as the Company), party of the first part, and FRANK CORTEZ, doing business as the CORTEZ EMPLOYMENT AGENCY of San Antonio, Texas (hereinafter referred to as the Agent), party of the second part;

WITNESSETH:

In consideration of the Sum of One Hundred Dollars (\$100.00) in hand paid by the Company to the Agent and other good and valuable considerations, receipt whereof is hereby acknowledged, it is hereby mutually agreed as follows:

1. The Company hereby authorizes the Agent, when and as directed by the Company, to solicit Sugar Beet Field Workers in Texas for work in the sugar-beet fields of Michigan, owned by grower members of the Company.

2. The Agent shall engage in the work described in paragraph 1 and shall represent the Company exclusively, engaging in this work for no other party or parties during the duration of this contract, and agrees to faithfully perform said work.

3. The Agent shall engage in the work described in paragraph 1 of this contract only when and as directed by the Company, and in no case shall he have claim upon the Company, or the employers of such field workers, for any fees or remuneration for engaging in such work other than the aforesaid \$100.00.

4. The Agent shall forthwith at his own cost and expense secure through the proper government channels all the necessary licenses and permits necessary to do business under Article 7047, Title 122 of the revised Civil Statutes of Texas, 1925, as amended, and under any other Federal or state statutes or regulations governing the solicitation of Sugar Beet Field Workers in Texas for work in Michigan.

5. (a) The Agent shall make no charge for registering such field workers. For each field worker obtained by the Agent, accepted by the Company, and reporting for work in Michigan, the Agent may make a charge for his services in obtaining placement of not in excess of One Dollar (\$1.00) for each such worker, payable out of the first wages earned by such workers in Michigan. The Company shall accept and present for collection to the employers of such workers, or the sugar processors, wage deduction orders signed by the applicants for employment to cover the agents charges for services, as aforesaid.

(b) The Company may maintain at the office of the Agent a representative who may interview and inspect applicants for employment, and the Company through this representative or otherwise, shall have the right to reject or deny applications for any reason which in its sole discretion may be deemed justifiable, and that in cases of such rejection and denial no deduction orders, signed by such rejected applicant, for Agent's charges for services as aforesaid, or otherwise, shall be valid or recognized.

(c) No applicant who shall fail to pass a health examination which shall be satisfactory to the Michigan State Department of Health shall be accepted for employment by the Agent, and no deduction orders, signed by such applicant, for Agent's charges for services as aforesaid, or otherwise, shall be valid or be recognized.

(d) Such deduction orders signed by applicants who fail to arrive at the destination in Michigan designated by the Company shall not be valid or be recognized.

(e) The Company assumes no responsibility or liability in the matter of collection of such deduction orders signed by applicants for employment beyond the placing of said orders in the hands of the employers of such applicants, or the sugar processors, for collection, and in no case shall the Agent have any claim upon the Company for payment of such orders.

6. Agent shall furnish without charge temporary lodging for all applicants for employment and their immediate families should they require same, between the time of their registration with Agent and the commencement of the journey to Michigan, or the rejection of their applications, as the case may be.

7. This contract under no circumstances shall be construed as an agreement relative to the transportation of field workers by the Company or the Agent from Texas to Michigan. The Company will not furnish or pay for the transportation of such workers from Texas to Michigan; and the transportation of such workers being without the scope of this Agreement, the Company shall have no right or obligation in the matter of direction as to what transportation facilities are used by such workers solicited by the Agent for work in Michigan.

8. The Agent is not authorized to and shall not make any representations or statements whatsoever to prospective workers except such as may be contained in the proposed 1940 contract between Michigan Beet Field Worker and Grower, copies of which will be furnished the Agent by the Company, and the terms of which will be printed both in English and Spanish. The Agent is not authorized to and shall not obtain the signatures of prospective field workers to any applications, deduction orders, or contracts except on forms of application, deduction orders, and contracts furnished by the Company.

9. This contract shall remain in effect for one year from date hereof.

IN WITNESS WHEREOF the Company has caused this Agreement to be executed by its duly authorized Executive Secretary, and its corporate seal to be hereunto affixed, and the Agent has affixed his hand and seal all on the day and year first above written at San Antonio, Texas.

BEET GROWERS' EMPLOYMENT COMMITTEE, INC.,
By M. C. HENDERSON, *Its Executive Secretary*.
FRANK CORTEZ
(Doing business as Cortez Employment Agency).

* * * * *

J. B. Bingham, District Manager.

AMERICAN CRYSTAL SUGAR COMPANY,
East Grand Forks, Minnesota, April 15, 1940.

CRYSTAL SUGAR

Mr. W. A. BUTLER,
Crystal City, Texas.

DEAR MR. BUTLER: I am in receipt of yours of April 12th enclosing letter received from the Bureau of Labor Statistics and am returning this letter herewith for your files.

Confirming working agreement with you as requested—salary for representing the Mid-West Beet Growers and the handling of labor for our planters at East Grand Forks and Chaska, Minnesota; Mason City, Iowa; Grand Island, Nebraska; and Rocky Ford, Colorado. Wish to advise that we will pay you for these services at the rate of \$200.00 per month for the period beginning January 1, 1940 and ending May 31, 1940, and \$85.00 per month for the period from June 1, 1940 to December 31, 1940. It is understood that you are to represent the Mid-

West Beet Growers exclusively and that you will not charge any fee to the laborers who are sent to these territories by you.

Yours very truly,

(Signed) J. B. BINGHAM, *District Manager.*

JBB:bb

The above is a true and correct copy of my contract with the American Crystal Sugar Company.

W. A. BUTLER.

Witness :

T. Y. COLLINS.

G. C. JACKSON.

MEMORANDUM OF AGREEMENT

This agreement entered into by and between Great Lakes Growers' Employment Committee, Inc. of Findlay, Ohio (hereinafter referred to as Committee), party of the first part and Julio de la Pena, doing business as an individual, of Realitos, Duval County, Texas (hereinafter referred to as the Agent), party of the second part;

WITNESSETH: In consideration of the sum of One Dollar in hand paid by the Committee to the Agent and other good and valuable considerations, receipt whereof is hereby acknowledged, it is hereby mutually agreed as follows:

1. The Committee hereby authorizes the Agent, when and as directed by the Committee, to solicit Sugar Beet Field Workers in Texas for work in the sugar-beet fields of Ohio, owned by grower members of the Great Lakes Sugar Company.

2. The Agent shall engage in the work described in paragraph 1 and shall represent the Committee exclusively, engaging in this work for no other party or parties during the duration of this contract, and agrees to faithfully perform said work.

3. The Agent shall engage in the work described in paragraph 1 of this contract only when and as directed by the Committee, and in no case shall he have claim upon the Committee, or the employers of such field workers, for any fees or remuneration for engaging in such work other than the aforesaid considerations.

4. The Agent shall forthwith at his own cost and expense secure through the proper government channels all the necessary licenses and permits necessary to do business under Article 7047, Title 122 of the revised Civil Statutes of Texas, 1925, as amended, and under any other federal or state statutes or regulations governing the solicitation of Sugar Beet Field Workers in Texas for work in Ohio.

5. The Agent shall make no charge for his services to such field workers. The Committee, however, shall accept and present for collection to the employers of such workers, or the sugar processors, transportation orders signed by the applicants for employment to cover any sums for such deduction of such field workers from Texas to Ohio paid by the Agent or for which he may have become obligated.

(b) The Committee may maintain at the office of the Agent a representative who may interview and inspect applicants for employment, and the Committee through this representative or otherwise, shall have the right to reject or deny applications for any reason which in its sole discretion may be deemed justifiable, and that in cases of such rejection and denial no deduction order for costs of transportation, or otherwise, signed by such rejected applicant shall be valid or recognized.

(c) No applicant who shall fail to pass a health examination which shall be satisfactory to the committee shall be accepted for employment by the Agent, and no deduction orders for costs of transportation or otherwise signed by such applicant shall be valid or be recognized.

(d) Such deduction orders signed by applicants who fail to arrive at the destination in Ohio designated by the Committee shall not be valid or be recognized.

(e) The Committee assumes no responsibility in the matter of collection of such deduction orders signed by applicants for employment beyond the placing of said orders in the hands of the employers of such applicants, or the sugar processors, for collection, and in no case shall the Agent have any claim upon the Committee for payment of such orders.

6. This contract under no circumstances shall be construed as an agreement relative to the transportation of field workers by the Committee or the Agent from Texas to Ohio. The Committee will not furnish or pay for the transportation of such workers being without the scope of this Agreement; the Committee shall have no right or obligation in the matter of direction as to what transportation facilities are used by such workers solicited by the Agent for work in Ohio.

7. The Agent is not authorized to and shall not make any representations or statements whatsoever to prospective workers except such as may be contained in the proposed 1940 contract between Growers and field workers, copies of which will be furnished the Agent by the Committee, and the terms of which will be printed both in English and in Spanish. The Agent is not authorized to and shall not obtain the signatures of prospective field workers to any applications, deduction orders, or contracts except on forms of application, deduction orders, and contracts furnished by the Committee.

8. This contract shall remain in effect for one year from date hereof.

IN WITNESS WHEREOF the Committee has caused this Agreement to be executed by its duly authorized Assistant Secretary, and the Agent has affixed his hand and seal all on the day and year first above written at Realitos, Texas.

GREAT LAKES GREWERS' EMPLOYMENT COMMITTEE, INC.,
By L. W. ESKILSEN, *Assistant Secretary*.
JULIO DE LA PENA,

Doing business as Julio de la Pena.

The SHATE OF OHIO,
County of Hancock, ss:

Be It Remembered, That on the 3rd day of April, in the year of our Lord One Thousand Nine Hundred and Forty, before me, a Notary Public, in and for said County, personally came L. W. Eskilsen and Julio de la Pena who acknowledged that they did sign the foregoing instrument.

In Testimony Whereof, I have hereunto set my hand and official seal, on the day and year last aforesaid.

GORDON B. BOOTH,
Notary Public.

EXHIBIT H. COPIES OF STATEMENTS OF WORKERS FURNISHED BY TEXAS STATE EMPLOYMENT SERVICE

Statement by Margarito Martinez, 607½ Carrizo Street, Corpus Christi, Tex.: "In May 1940 I corresponded with the Great Lakes Sugar Company, who sent me \$30 for expenses to Findlay, Ohio. I arrived there, signing a contract for 30 acres, having three of us in family, 10 acres to each one. However, only 17 acres were finally given us, as they generally had too many people and not enough acreage, and all of this 17 acres were in different fields, and we had to furnish our own transportation. I finally told them I wanted to go back to Texas. This was on a Friday. At the office they told me I had to wait until the next Monday before arrangements could be made and I could get my pay. I went back Monday and was asked to return Tuesday. Tuesday I was asked to come back Wednesday. Wednesday morning I was told that no final arrangements could be made until all beet fields were cleaned, but that they could make me a loan of \$80, and for me to write them as soon as I reached Texas and they would send me the balance. This was in November. I have been here more than a month and I have only received a check for \$0.37, which was payment for one field alone. I have not received my final statement. This was the second year that I have gone to the beet fields, and I have had the same trouble each time. I still have the check for \$0.37, which was payment for one field alone. I have not cashed this check, which number is 5793, dated December 28, 1940, on the First National Bank of Findlay, Ohio, signed by J. F. Finetzke and L. W. Eschilsen of the Great Lake Growers' & Employment Committee, Inc. I wish to state that I do not have any intention of ever returning to the beet fields, and am only making this statement so that it might assist someone else who had planned on going there."

Statement made by Remijio Rodriguez, Corpus Christi, Tex.:

"Twenty people and myself went with Guillermo Carrillo (one of seven brothers), a trucker from Austin, Tex., who came to Corpus Christi looking for hands for the beet fields in Minnesota. Of the above 20 there were Mike

Esquivel and family, Frank Delgado and family, Reuben Sanchez, and family, and one other family whose name I did not get. The trucker stated that he had 10 acres apiece for us, which amounted to 200 acres. He charged us \$15 apiece to take us there, with no assurance of bringing us back. We left May 9, 1940. All of the 200 acres were supposed to be at one place so we could stay together. After we reached there he did not have the acreage for each one of us, because he had some more hands contracted, and had to divide the 200 acres among 26 hands. He had 160 acres at one place and 40 at another, which was about 6 miles away and not all together as promised. We had to walk about 6 miles to work and about 12 miles to get our groceries. There was no transportation furnished either way. We were employed by the American Crystal Sugar Co. at East Grand Forks, Minn. Mike Esquivel and I finally left the rest and went to Mr. Sorenson. Those who stayed there at Bill Davidson's farm, the place we first went to, had a hard time getting back. They did not make enough for transportation back home, and they did not return until late in December 1940. We returned early in November 1940. We were promised a pay of \$9.50 per acre for thinning and hoeing and were only paid \$7.50. This was supposed to have been on a written contract, but everything was verbal; therefore, we could not collect the difference of \$2.00 per acre."

Statement made by Ben Vargas, of Corpus Christi, Tex.:

States that he has been one of the beet harvesters who has always received what the contract called for, or more, in the way of beet acreage to harvest. However, he states that the truckers take more hands than are needed, and that they promise to give a certain amount of acreage when they approach you in Texas, but when you reach the beet fields they never have enough acreage to cover the contract, and they give you the amount of acreage they please, regardless of the contract. In some instances the hands do not make enough money to return home.

"One case I know of very well is Enrique Flores and family, who are still in Findlay, Ohio, unable to come home due to the fact that they did not receive the acreage they were promised, and there are many others who could not come home for the same reasons.

"I wish to make a statement regarding B. Salas from Corpus Christi, who is in Michigan now. When Salas went to Ohio he was promised a certain amount of acreage. This he did not get, so he took the names of several other workers who had been given the same treatment to the president of the Great Lakes Sugar Co., who has his offices in Detroit, Mich. I was approached by Julio de la Pena, a trucker from Realitos, Tex., who has charge of the field workers of the Findlay district, and L. W. Eschilsen, assistant secretary of the Great Lakes Growers' & Employment Committee, Inc., and promised the sum of \$200 if I would go to the president of this corporation and state that B. Salas was making false accusations against them with respect to the amount of acreage the beet harvesters were getting. This I did, but upon my return I did not receive the \$200, and there was no more mention in regard to my ever receiving it. Rumor states that B. Salas, who is still in Michigan, is in jail, or at any rate does not have the money to return to Texas."

INFORMATION ON BEET FIELD WORKERS

The persons contacted who have just returned to Dallas from the beet fields have been cooperative in giving the necessary information to make this report.

Mr. Marcos Hernandez was the first person contacted. He gave me the information that would apply to Ohio district where he worked. He was located with his family at Fremont, Ohio. He returned with about \$625. He travels with his family in a 1931 Studebaker school bus. He takes no other person besides his immediate family. His family consists of four adults and four children. The children help only after school or days not in school.

Mr. Hernandez explained that the money he brought with him was not earned altogether in the beet fields. Some income was derived from tomatoes.

Very few people, he says, are staying to work in other than agricultural industries. He did say, however, that those that were staying were becoming sharecroppers. That more Mexicans than ever before are taking land this year.

The next person contacted was Mr. Ascencion Lopez, who has a family of three adults. He worked in Wisconsin this past year. He states he returned with

about \$350. From him we learned that the percentage of persons staying in Wisconsin in other industries is too small to mention, but that some of the people are taking land on a share basis. He, too, says that this year, more than ever, this is being done.

Next we contacted Mr. Frank Escomilla, who came from the Bay City, Mich., area. His family consists of four adults. While in Michigan Mr. Escomilla bought himself a 1939 Ford V-8 sedan and states that he still has about \$150 in cash and about \$150 more coming to him from Bay City later on. He was of the opinion that in the Michigan area many more than other years the workers are staying to work in foundries, factories, and other industries. He thinks that many others had contracted for farming lands and would not return to Texas. The general over-all treatment of Mexican workers in Michigan is good, but in some instances ill treatment is accorded some, and this, he believes, is the fault of the worker rather than the fault of the supervisors or planters. This is noted more among the younger generation.

My next contact was with Mr. Gabriel Vanegas, who worked in the Decatur, Ind., area. He returned to Texas in his truck and had \$150 when he arrived in Dallas. His family consists of himself, his wife, who helped him, and two children too small to help. He also stated that a fair percentage of people were remaining in the North this year. The treatment of workers in his area was the same as in the State of Michigan.

The summary of the above is as follows: About 75 percent of the workers who will return are now in Dallas. That this year, more so than in the past, more workers will remain in the North. Possibly 15 or 20 percent of those from Dallas who went north will not come back. That not all families will bring back as much money as above stated. Many of them did not even make enough to return but had to be given transportation back to Texas. (This last was given to me by Mr. Escomilla.) From Mr. Hernandez we learned that truck drivers in some cases had contracted for land and had taken people to beet fields and when they learned no more contracts could be gotten were forced to work for about \$2 per day. The truck driver profiting not only from transportation charged but from the workers' labor as well. Other workers who went in their own conveyances and of their own accord were caught in the same net, because they could not contract for land to work.

Respectfully submitted.

/s/ FRED O. DOMINGUEZ.

EXHIBIT I. COPIES OF LETTERS WRITTEN TO GROWERS' ASSOCIATIONS REQUESTING INFORMATION

JANUARY 30, 1941.

L&E 19311-12

Mr. L. W. ESCKELSEN,
Assistant Secretary,

*Great Lakes Growers' Employment Committee, Inc.,
Findlay, Ohio.*

DEAR SIR: From Mr. Julio de la Pena, your labor agent in Realitos, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, approximately \$3,400 was advanced by you to Mr. de la Pena, who in turn made advances to the workers for subsistence and travel expenses in getting to the northern beet fields.

Will you kindly furnish me with a list of those to whom advances of \$5 or more were made during the 1940 season, giving name, address, amount of advance, and to whom assignment of deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd

P. S.—It is my understanding that representatives of some of the northern sugar beet companies have recently been in Texas negotiating with the railroads concerning transportation of the workers this coming season. Please advise me whether or not your company has any such plans.

T. L. C.

cc District Director Snetzer (2).

JANUARY 30, 1941.

L&E 19311-12

Mr. CARL GLAVE,
Northern Sugar Beet Growers, Inc.,
Bay City, Mich.

DEAR SIR: From Mr. F. de la Garza, your labor agent in San Antonio, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, advances were made by you to them for subsistence and travel expenses in getting to the northern beet fields.

Will you kindly furnish me with a list of those to whom advances or \$5 or more were made during the 1940 season, giving name, address, amount of advance, and to whom assignment of the deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd

P. S.—Information has also reached me that you were recently in San Antonio regarding the coming season's requirements and that you were going to require all the workers to go to Michigan either by railroad or by a private car and not by trucks. It will be appreciated if you will advise me what your plans are concerning transportation this coming season.

T. L. C.

cc District Director Purse (2).

JANUARY 29, 1941.

L&E 19311-12

Mr. J. D. KELLY,
Assistant Secretary,
Great Lakes Growers' Employment Committee, Inc.,
Detroit, Mich.

DEAR SIR: From Mr. Simon Vasquez, your labor agent in San Antonio, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, advances were made to them for subsistence and travel expenses in getting to the Northern beet fields.

Will you kindly furnish me with a list of those to whom advances of \$5 or more were made during the 1940 season, giving name, address, amount of advance, and to whom assignment of the deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd

P. S.—It is my understanding that representatives of some of the Northern sugar-beet companies have recently been in Texas negotiating with the railroads concerning transportation of the workers this coming season. Please advise me whether or not your company has any such plans.

T. L. C.

cc District Director Purse (2).

JANUARY 29, 1941.

L&E 19311-12

Mr. ARTHUR GRANDY,
Mt. Pleasant Beet Growers' Association,
Mt. Pleasant, Mich.

DEAR SIR: From Mr. S. P. Acosta, your labor agent in San Antonio, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, advances were made by you to them for subsistence and travel expenses in getting to the northern beet fields.

Will you kindly furnish me with a list of those to whom advances of \$5 or more were made during the 1940 season, giving name, address, amount of advance, and to whom assignment of the deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd

P. S.—Information has also reached me that Mr. Acosta has been negotiating with railroads concerning the transportation of the workers this coming season. It will be appreciated if you will advise me regarding such plans.

T. L. C.

cc District Director Purse (2).

JANUARY 29, 1941.

L&E 19311-12

Mr. M. C. HENDERSON,
*Executive Secretary, Beet Growers' Employment Committee, Inc.,
Saginaw, Mich.*

DEAR SIR: From Mr. Frank Cortez, your labor agent in San Antonio, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, advances were made by you to them for subsistence and travel expenses in getting to the northern beet fields.

Will you kindly furnish me with a list of those to whom advances of \$5 or more were made during the 1940 season, giving name, address, amount of advance and to whom assignment of the deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd.

P. S.—Information has also reached me that you were recently in Texas and negotiated with certain railroads concerning transportation of the workers this coming season. It will be appreciated if you will advise me regarding such plans and what railroad will be used.

T. L. C.

cc District Director Purse (2).

JANUARY 29, 1941.

L&E 19311-12

Mr. J. B. BINGHAM,
*District Manager, American Crystal Sugar Company,
East Grand Forks, Minn.*

DEAR SIR: From Mr. W. A. Butler, your labor agent in Crystal City, Tex., it is my understanding that at the time of recruiting Mexican workers for work in the beet fields, advances were made to them for subsistence and travel expenses in getting to the northern beet fields.

It is my understanding that the workers signed deduction orders for such advances. Will you kindly furnish me with a list of those to whom advances of \$5 or more were made during the 1940 season, giving name, address, amount of advance and to whom assignment of the deduction order was made.

I thank you in advance for this information.

Yours very truly,

TILDEN L. CHILDS,
District Director.

AHR:rd.

P. S.—It is my understanding that representatives of some of the northern sugar beet companies have recently been in Texas negotiating with the railroads concerning transportation of the workers this coming season. Please advise me whether or not your company has any such plans.

T. L. C.

cc District Director Purse (2).

My commission expires 11/19/41.

EXHIBIT J. MINUTES OF MEETING OF REPRESENTATIVES OF SUGAR BEET GROWERS AT
SAGINAW, MICHIGAN, ON JANUARY 21, 1941

MINUTES OF MEETING OF REPRESENTATIVES OF SUGAR BEET GROWERS AT F. & M. OFFICES
IN SAGINAW, MICHIGAN, TUESDAY, JANUARY 21, 1941, AT 1:30 P. M.

Present: William F. Schmitt and John D. Kelly, representing the Great Lakes Growers' Employment Committee, Inc.

Max C. Henderson, representing Beet Growers' Employment Committee, Inc.

M. W. Carroll, representing Mt. Pleasant Beet Growers Association.

Carl Glave and L. B. Tompkins, representing Northern Sugar Beet Growers, Inc.

Arthur A. Schupp, representing Farmers & Manufacturers Beet Sugar Association.

J. K. Worley, of Hill, Hamblen, Essery & Lewis, attorneys, Secretary of the Meeting.

Max Henderson, who had been chosen at the last meeting of the group in December 1940 to make a trip to Texas to investigate labor conditions there, was requested to make a report. Mr. Henderson's report can be briefly summarized as follows:

* * * * *

Fifth: Considerable investigation was made as to local conditions, scarcity of labor, etc., and Mr. Henderson gave as his firm opinion that beet-field labor would be much scarcer this coming spring than in previous years. This scarcity is brought about by extensive building required in the defense program. Mr. Henderson wished to reserve final judgment until a subsequent trip between March 1 and March 15, 1941, but stated, however, that if the scarcity continues or increases, in his opinion it will be necessary for the group to contribute all or at least a part of the expenses of transportation of beet field workers to Ohio and Michigan this year.

Sixth: Conferences were had with officials of the several Railroads interested and a rate of \$15.00 from San Antonio and \$12.50 from Fort Worth and Dallas in Texas has been fixed for the transportation of all beet field workers to points in Ohio and Michigan named in the tariff, provided that the transportation is made in groups of 50 or more. For the transportation of groups of 300 or more, the Railroads are willing to make up special trains and schedules.

Seventh: From his investigation in Texas and knowledge as to activities of the I. C. C. with respect to at least one member of the group at this end, he is definitely of the opinion that the transportation of workers by truck from Texas will be seriously hampered if not entirely prevented this spring. The situation is so grave in this respect that he has determined, on behalf of the Beet Growers' Employment Committee, not to honor any deduction orders from truckers for the transportation of beet field labor from Texas to points in Michigan and strong efforts are to be used on behalf of his committee to see to it that all labor procured will use train service or own cars.

It was the unanimous opinion of the group that the action of Messrs. Henderson and Glave, in procuring the services of S. P. Acosta as principal agent for the group, with individual subagents for individual members, was acceptable. The group also agreed to unite in concert to handle the procurement of beet field labor from Texas and contributions to an initial fund of \$3,000.00 to cover disbursements in connection with the procurement of beet field labor were agreed upon as follows:

EXHIBIT K, LIST OF TRUCKERS FURNISHED BY M. C. HENDERSON, EXECUTIVE SEC'Y.-
TREAS. OF BEET GROWERS' EMPLOYMENT COMMITTEE, SAGINAW, MICHIGAN, APRIL
1940

Dallas

Name	Address	Plant
Ralph Tijerina.....	2110 Munger.....	Alma.
Christopher Trevino.....	1812 Magnolia.....	Croswell.
Rudolph Trevino.....	1812 Magnolia.....	Croswell.

Crystal City

Blas Espinoza.....	Box 631.....	Saginaw.
Pilar Flores.....	General delivery.....	Lansing.
John Marines.....	Box 585.....	Lansing.
Jose Lozano.....	(Pick-up).....	Lansing.
Silvestre Rosita.....	Box 117, care of A. Ray.....	Lansing.
Felipe Montalbo.....		Lansing.
John Delgado.....	Box 576.....	Alma.
Cesario Flores.....		Caro.
S. Gonzales Mallen.....	Box 658.....	Caro.
Oscar Villagomez.....	Box 658.....	Caro.
Fidel Flores.....		Croswell.
Pablo Duron.....	N. Ave. B 1014.....	Croswell.
Prudencio Hernandez.....		Croswell.
Tomas E. Rodriguez.....		Croswell.
Martin Melendrez.....		Croswell.

Eagle Pass

Jesus Arambula.....		Lansing.
Manuel Enriquez.....		Lansing.
Abraham Menchaca.....	P. O. Box 266.....	Croswell.
Jesus Diaz.....		Croswell.
Juan Morones.....		Croswell.

Poteet

Juan Gonzalez.....		Lansing.
David Cantu.....	General delivery.....	Croswell.
Jesus Fiscal.....	La Pryor.....	Lansing.
Estaban Hernandez.....	Box 76.....	Caro.

San Antonio

Name	Address	Plant
Frank Garcia.....	Box Stonewall and Adolph.....	Caro.
Lloyd Gutierrez.....	2000 Guadalupe.....	Caro.
Manuel Navarro.....	312 Ripford.....	Caro.
Pedro Perez.....	2203 Vera Cruz.....	Caro.
Milton Rivas.....	605 S. Mittmen.....	Caro.
Jose Solis.....	715 Torreon.....	Caro.
Alfred San Miguel.....	1911 Durango.....	Caro.
Jesus Rodriguez.....	714 S. Cabalo.....	Caro.
Robert Pena.....	312 Ripford.....	Caro.
Fidel Flores.....	510 Conchos.....	Caro.
Jesse Navarro.....	216 Kemper St.....	Lansing.
Enemencio Campos.....	221 Hidalgo.....	Lansing.
Valentin Silva.....	721 S. Perez.....	Lansing.
Ysidro Garcia.....	417 San Luis.....	Lansing.
Ben Rodriguez.....	2419 W. Salinas.....	Lansing.
Jess Rodriguez.....	2419 W. Salinas.....	Lansing.
Santiago Luna.....	1136 S. Laredo.....	Lansing.
Eusebio Gonzales.....	407 Perez.....	Lansing.
Pablo Pasado.....	613 Brazos St.....	Lansing.
Joe Castanon.....	413 Buena Vista.....	Saginaw.
Joe Hernandez.....	415 Jean St.....	Saginaw.

Miscellaneous

Juan Torrez.....	Taft, Texas.....	Saginaw.
Arturo Mendoza.....	General delivery, Robstown.....	Lansing.
Florencio Vasquez.....	Box 56, Edecouch.....	Lansing.
Juventino Valaque.....	Dilley.....	Lansing.
Eleuteria Pena.....	R. 2, Box 98a, Austin.....	Croswell.
Regino Contreras.....	Orange Grove.....	Caro.
Jacinto Perez.....	Box 151, Carrizo Springs.....	Caro.
Juan Torres.....		Saginaw.
Felix Pompa.....		Croswell.

EXHIBIT L. ORAL INTERVIEW REPORT WITH M. C. HENDERSON, EXECUTIVE SEC'Y.-
TREAS. OF BEET GROWERS' EMPLOYMENT COMMITTEE, INC., SAGINAW, MICHIGAN

Form BMC Field No. 3

INTERSTATE COMMERCE COMMISSION

BUREAU OF MOTOR CARRIERS

ORAL INTERVIEW

Date: February 8, 1941.

Telephone ☐ Office ☒ YPersonal ☐ Field ☐

By: A. H. Ribbink.

At: Ft. Worth, Texas.

Name: Mr. M. C. Henderson. Title: Executive Sec.-Treas.

Name of Firm: Beet Growers' Employment Committee, Inc.

Address: Saginaw, Michigan.

Type of Operation. Docket: Re: L&E 19311-12.

Substance of the inquiry and answer given:

As a result of our investigation in L&E 19311-12, interstate transportation of Mexican Laborers, Mr. Henderson appeared in this office for the purpose of discussing the matter with District Director Childs and this Supervisor.

Mr. Henderson stated that the practices engaged in in the past in arranging and making advances to truckers were perhaps illegal and they had decided to discontinue such practices in the future. On January 21, 1941, a general meeting was held in Saginaw, Michigan, of representatives of the various beet growers' associations and that they had passed a resolution to arrange for railroad transportation this coming season. A portion of the minutes of such meeting was submitted for our information. It was also stated that it will be the policy of the employment committees this year not to make any cash advances to truckers or to honor any deduction orders assigned to truckers. Mr. Henderson stated that the railroads would charge a rate of \$15 per passenger from San Antonio to points in Michigan and Ohio and \$12.50 from Dallas and Ft. Worth to such points. The workers will stand \$10 of such fare and the sugar companies or growers' associations will stand the balance. Subsistence while en route on the train will be provided the workers without charge.

Mr. Henderson further stated that any information or evidence on their past practices would be made available to us upon request, but that he desired to state that in the future their skirts would be clean and that their practices would be on a legal basis and that they would cooperate with this Commission in every way in putting a stop to the illegal practice of the transportation of Mexican laborers by truck. He submitted a list of truckers who had hauled workers during the past season and he was advised that it was our intention to put all such truckers on written notice. He requested that we wait 30 days before putting the truckers on notice, stating that by that time the sugar companies and growers' associations would definitely decide on how much of the railroad transportation cost would be taken care of by the companies, and that if we were to put the truckers on notice now, it would have a detrimental effect in that the workers would feel that they were going to have to stand the entire railroad transportation cost.

Mr. Henderson not only represents the Beet Growers' Employment Committee, Inc., of Saginaw, Mich., but also represents in Texas all of the beet growers' employment organizations of Michigan and Ohio. Whereas in the past each organization had its own labor agent in Texas, this year S. P. Acosta, 2610 San Luis Street, San Antonio, Tex., will be a general agent and will represent all the growers' organizations in Michigan and Ohio. To this area, approximately 75 percent of the laborers migrate.

According to Mr. Henderson, Frank C. Davis, 606 Frost National Bank Building, San Antonio, has been employed as their attorney in Texas and either he or S. P. Acosta can be contacted for information.

Recruited laborers are to be concentrated chiefly at San Antonio and Dallas this coming season and Mr. Henderson states his company intends to purchase a large school bus in bringing them in from the smaller towns to the concen-

tration points. No charges will be made for this transportation according to Mr. Henderson as company did not want to be charged with participating in an interstate movement for hire.

At San Antonio a large warehouse has been leased at 822 Buena Vista Street and the laborers will be housed and taken care of during the couple of days it takes to give medical examination and sign them up.

EXHIBIT M. COPY OF PROPOSED TRUCK INTERCEPTION REPORT To BE USED BY TEXAS
STATE HIGHWAY PATROL

MIGRATION OF MEXICAN BEET FIELD WORKERS

Date----- Place stopped-----
Make of truck-----
License No----- State of-----
Owner of truck----- Address-----
Driver's name----- Address-----
Number of Passengers-----
En route: From----- to-----
Signed:-----

EXHIBIT N. REPLIES RECEIVED TO LETTERS SHOWN IN EXHIBIT I

[Telegrams]

SAGINAW, MICH., *February 3, 1941.*

TILDEN L. CHILDS,
Interstate Commerce Commission, Fort Worth.

Letter received. Had planned trip to Texas this week. Would appreciate interview this Saturday. Please wire if agreeable to Statler Hotel, Detroit. Mark telegram "hold".

M. C. HENDERSON.

FEBRUARY 3, 1941.

M. C. HENDERSON,
% Statler Hotel (hold), Detroit, Mich.

Retel will be glad to interview you Saturday morning.

TILDEN L. CHILDS.

Fort Worth, Texas.
Collect.

[Pencil notation:] L&E 19311-12.

BAY CITY, MICH., *February 5, 1941.*

TILDEN L. CHILDS,
*Interstate Commerce Commission,
Bureau of Motor Carriers, Fort Worth Office:*

Regarding your letter of January 30, we made no advances to work for the purpose of traveling by truck. Mr. M. C. Henderson, who is now in Texas and acting for all beet growers' employment organizations of Michigan will call on you Saturday, February 8. We await further communication if necessary after your interview with Henderson.

CARL GLAVE MONITOR SUGAR Co.

TILDEN L. CHILDS,
Fort Worth:

Make the signature on the message you received from Bay City, Mich., February 5 read "Northern Sugar Beet Growers," instead of "Monitor Sugar Co." This the sender's correction.

WESTERN UNION TELEGRAPH Co.

FORT WORTH, *February 5, 1941.*

TILDEN L. CHILDS,
Bureau of Motor Carriers:

Re letter January 30, Max Henderson acting for all beet growers at present in Texas. All information requested in your letter has been furnished M. M. Emery, Interstate Commerce Commission, Toledo, Ohio. See no reason for duplicating investigation.

GREAT LAKES GROWERS EMPLOYMENT COMMITTEE, INC.

[Notice regarding telegram]

FORT WORTH, TEX., February 7, 1941.

CHILDS, Interstate Commerce Commission, 1109 Electric Building:

Your telegram of February 7, 1941, to Great Lakes Growers at Detroit, Mich., is delivered for the following reason: Message now delivered to Great Lakes Sugar Co., Boulevard Building.

If you have occasion to correct the address originally supplied please call 2-5420 and ask for HX Branch.

THE WESTERN UNION TELEGRAPH CO.

AMERICAN CRYSTAL SUGAR Co.,
EAST GRAND FORKS, MINN., February 11, 1941.

Mr. TILDEN L. CHILDS,
District Director, Interstate Commerce Commission,
Bureau of Motor Carriers, Fort Worth, Tex.

DEAR SIR: Replying to your letter of January 29, File L&E 19311-12 in which you advise it is your understanding that advances were made to Mexican labor for subsistence and travel expenses in getting to the northern beet fields.

For your information wish to advise that a number of years ago the company paid the transportation northward together with subsistence expenses of labor coming into the beet fields, all of which traveled by train. However, of recent years the company has discontinued this practice entirely and the labor has had to assume these expenses and if there have been any advances made it has been done by growers individually as most of the labor groups for the past several years have come back each spring to the same grower.

As far as this company is concerned, at least for the Minnesota-North Dakota-Iowa district we do not anticipate labor will move by trains unless they pay their own way.

Yours very truly,

J. B. BINGHAM,
District Manager.

EXHIBIT O. LETTER PROPOSED TO BE SENT TO ALL KNOWN TRUCKERS OF MEXICAN LABORERS

The Interstate Commerce Act, part II, requires persons hauling persons or property for compensation, when moving across a State line, to obtain operating authority from this Commission. Persons so operating without such authority are subject to the penalties provided by the said act.

We have received numerous complaints to the effect that there has been a large number of laborers, especially Mexicans, hauled to and from points in Texas and points in the States of Michigan, Ohio, Indiana, Minnesota, Iowa, Montana, North and South Dakota, and perhaps others, where such laborers are employed in the sugar-beet fields of the latter States; that such laborers are hauled in trucks that have not complied with the law or with the safety rules and regulations of this Commission, and under dangerous, as well as uncomfortable and unsanitary conditions.

Your name has been mentioned as one who has performed some of the transportation mentioned and I am, therefore, placing you upon notice of the neces-

sity for obtaining authority before performing this kind of motor transportation and warning you not to do so under the penalties provided in the said Interstate Commerce Act, part II, unless and until you have received a certificate or permit from this Commission.

You are requested to acknowledge receipt hereof by return mail.

Yours very truly,

TILDEN L. CHILDS,
District Director.

The CHAIRMAN. That concludes our hearing, and the committee will stand adjourned, subject to the call of the chairman.

(Whereupon the committee adjourned, subject to the call of the chairman.)

